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Improving Management Effectiveness of the Protected Area Network

Brief description

The project seeks to expand representation of globally important terrestrial habitats by establishing **new PAs covering 197,000 ha**. The current Protected Area estate does not effectively represent the full range of globally important species and habitats in the three biodiversity hotspots in South Africa (*Succulent Karoo, Cape Floral Kingdom and Maputaland Pondoland Albany Hotspot*); and as a result, key critical biodiversity areas within these remain under protected and are at risk of loss or degradation of habitat from several factors. Traditional PA expansion through land purchase is no longer cost effective given the shrinking budgets of conservation agencies. Hence, the project focuses on using low cost mechanisms for land acquisition and management in order to rapidly expand the PA network to secure globally important biodiversity. The project utilizes contractual and stewardship arrangements with private and communal landowners, as well as transfers and formalization of conservation tenure of state land to rapidly expand the PA network. This is done both at a site level, and also across the PA network. A major focus is ensuring appropriate, cost-effective and efficient co-management of the low cost PA expansion areas, as well as ensuring these areas are fully integrated into the state PA network.

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Acronyms

BIONET	City of Cape Town's biodiversity network implementation division
CBD	Convention on Biological Diversity
C.A.P.E.	Cape Action for People and the Environment
CEO	Chief Executive Officer
CEPF	Critical Ecosystem Partnership Fund
CIC	Cape Implementation Committee
CMA	Catchment Management Agency
CN	CapeNature
CNP	Camdeboo National Park
COP	Conference of the Parties
CPA	Community Property Association
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CRDP	Comprehensive Rural Development Plan
DAFF	Department of Agriculture, Forestry and Fisheries.
DBSA	Development Bank of South Africa
DCCP	Dassenberg-Coastal Catchment Partnership
DEA	Department of Environmental Affairs
DPW	Department of Public Works
ECPAES	Eastern Cape Protected Area Expansion Strategy
ECPTA	Eastern Cape Parks and Tourism Agency
EKZNW	Ezemvelo Kwa Zulu Natal Wildlife
EIA	Environmental Impact Assessment
FEPA	Freshwater Ecosystem Priority Area
GEF	Global Environmental Facility
GLTFCA	Greater Limpopo Transfrontier Conservation Area
GR	Game Reserve
IDZ	Industrial Development Zone
IUCN	International Union for Conservation of Nature
K2C	Kruger to Canyon Biosphere Reserve
KNP	Kruger National Park
LED	Local Economic Development Plan
LEDET	Limpopo Department of Economic Development Environment and Tourism
ME	Management Effectiveness
METT	Management Effectiveness Tracking Tool
METT-SA	South African development of the Management Effectiveness Tracking Tool
MaB	Man and Biosphere
MoU	Memorandum of Understanding
MPAH	Maputaland Pondoland Albany hotspot
MTPA	Mpumalanga Tourism and Parks Agency
NBF	National Biodiversity Framework
NBSAP	National Biodiversity Strategy and Action Plan
NCU	Network Coordinating Unit

NEMBA	National Environmental Management: Biodiversity Act
NEMPAA	National Environmental Management: Protected Areas Act, 2003 (Act No. 57 of 2003)
NCU	Network Coordinating Unit
NPAES	National Protected Area Expansion Strategy
NPC	National Project Committee
NGO	Non-Governmental Organisation
NR	Nature Reserve
NWPTB	North West Parks and Tourism Board
PA	Protected Area
PAES	Protected Area Expansion Strategy
PATU	Protected Area Technical Unit
PB	Project Board
PE	Protected Environments
PIF	Project Identification Form
PMU	Project Management Unit
PSC	Project Steering Committee
RAMSAR	International treaty for the conservation and sustainable utilization of wetlands
RESLIM	Resilience in the Limpopo Basin Program
RGBK	Richtersveld Gesamentlike Bestuurspan Komitee
SANBI	South African National Biodiversity Institute
SANParks	South African National Parks
SAWC	South Africa Wildlife College
SBAA	Standard Basic Assistance Agreement
SDF	Spatial Development Framework
SPLUMA	Spatial Planning and Land Use Management Act
SRF	Strategic Results Framework
SSW	Sabi Sands Wildtuin
TFCA	Transfrontier Conservation Area
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
WRF	Wits Rural Facility
WWF	World Wildlife Fund
ZAR	South African Rand

SECTION I: ELABORATION OF THE NARRATIVE

PART I: Situation Analysis

INTRODUCTION

1. In 2010 the Convention of Biological Diversity agreed the following target to be achieved by 2020: “By 2020, at least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, **are conserved through effectively and equitably managed**, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes”.
2. The project seeks to expand representation of globally important terrestrial habitats in South Africa by establishing new protected areas (PAs) covering 197,000 ha. The current South African PA estate does not effectively represent the full range of globally important species and habitats; and as a result, key critical biodiversity areas remain under protected. Focus will be in the internationally recognised South African biodiversity hotspots - the Succulent Karoo, Cape Floral Kingdom and Maputaland Pondoland Albany Hotspot.
3. The need for rapid PA expansion in these areas demands a low cost solution. This will be achieved through shift from direct purchase of land, to the introduction of partnerships for PA management with communities and private landowners (contractual PA’s, Stewardships and partnerships). In addition, the transfers and formalization of conservation tenure of available state land with valuable biodiversity will be pursued to expand the PA network in these hotspot regions. This will result in reduced PA expansion costs per hectare and enable the PA system to better meet the total expenditures required for management. The project aims to secure conservation tenure which is defined as securing areas for conservation (i.e. as Protected Areas primarily managed to meet objectives falling within the IUCN Protected Area categories ii, iv, v and vi) through their formal declaration as Protected Areas under the applicable South African legislation, namely the National Environmental Management: Protected Areas Act (NEMPAA) (No. 57 of 2003).
4. The project also seeks to improve management effectiveness and reduce external threats to protected areas covering 1,100,000 ha which is aligned with **GEF Biodiversity Focal Area Strategic Objective One: *Improve sustainability of Protected Area (PA) systems;*** and specifically outcome 1.1: *Improved Management Effectiveness of Existing and New Protected areas.*
5. Management effectiveness of existing protected areas in the sites selected for this project, as assessed through the management effectiveness tracking tool (METT), ranges from very good to very poor. Generally national park management standards are high, but in a small minority of nature reserves, effective management with dedicated funding has not yet been established.

Management systems and tracking remain poorly integrated both within and between management agencies, and no standardized system exists which meets the requirements of all types of Protected Areas. The development and application of cost effective and better integrated management and tracking systems across the PA network is a key theme of the project.

6. Although the majority of state PAs are efficiently run, the level and effectiveness of interactions with buffer zones remain a critical gap in their management. The project aims to implement improved buffer zone interventions around several national parks and nature reserves, to (i) secure these parks from impacts in the buffers, and ii) to utilize PAs to stimulate biodiversity compatible activities in their buffers. A key focus is the utilization of land use planning instruments as well as innovative mechanisms such as Protected Environments to secure park buffers and reduce threats to PAs, whilst still retaining appropriate biodiversity compatible economic activities. The full integration of these areas into PA management is critical.

7. Expanding and effectively managing the PA network requires financial sustainability, and therefore the third theme of the project is improving the financial resilience of the PA network through two main interventions. The first is a paradigm shift from direct purchase of land, to lower cost reserve expansion and management mechanisms in partnership with communities and private landowners, as well as utilization of innovative expansion funding mechanisms such as offsets. This will result in reduced PA expansion costs per hectare and enable the PA system to meet total expenditures through reduction in the management and acquisition costs. The second will be the application of practical PA financing approaches for optimising income and improving cost efficiencies within PA management agencies, including improving the resilience of existing income streams, financial governance, and benefit-sharing arrangements. Revenue income streams (current and potential), cost efficiencies and robustness of the PA funding mechanisms will be assessed and analysed to increase efficiencies, reduce losses and improve the overall financial sustainability of the PA system. These are in line with GEF Biodiversity Focal Area Strategic Objective One, *Outcome 1.2 Increased revenue for protected area systems to meet total expenditures required for management.*

8. This project includes interventions that support critical PA system-wide improvements at three levels: site, conservation agency and national. Without the support requested from the GEF through UNDP, South Africa will not be in a position to (i) expand the PA network to include representation of globally important terrestrial habitats, ii) improve the management effectiveness of new and existing PAs, or iii) improve their financial sustainability.

CONTEXT AND GLOBAL SIGNIFICANCE

Biodiversity context

9. With a land surface area of 1,2 million km² - representing just 1% of the earth's total land surface - South Africa contains almost 10% of the world's total known bird, fish and plant species, and over 6% of the world's mammal and reptile species. This diversity is highly threatened by development and poor land management, with 34% of South Africa's 440 terrestrial ecosystems being threatened. Of these, 5% are critically endangered (mostly in the forest and fynbos biomes), 13% are endangered (mostly in the grassland and savanna biomes),

and 16% are vulnerable (mostly in the fynbos, grassland and succulent karoo biomes). The combination of high levels of diversity and high threat has resulted in the delineation of three internationally recognized biodiversity hotspots in South Africa: *Succulent Karoo*, the *Cape Floral Kingdom* and the *Maputaland Pondoland Albany Hotspot* (Map 1 in Annex 1).

10. *The Succulent Karoo is one of two entirely arid ecosystems to have hotspot status, and boasts the richest succulent flora on earth, as well as extremely high plant (40%) and reptile endemism.* Despite the global importance of the Succulent Karoo Hotspot, a very small percentage of the region is formally protected. The hotspot's biodiversity is under pressure from a range of human impacts, especially mining, crop agriculture, ostrich farming, overgrazing, illegal collection of fauna and flora, and climate change.

11. Establishment of New Protected Areas in Succulent Karoo hotspot (Richtersveld Coastal) is urgently required. Although significant progress has been made in conserving the uplands of the Succulent Karoo, lowland and coastal areas remain poorly represented in the reserve network. The Richtersveld Coastal areas (Map 2, Annex 1), including the critical Namaqualand Sandveld and Richtersveld Duneveld habitats, are the focus for PA expansion targeting 18,000 ha in this area, which will be undertaken in partnerships with the local communities and authorities.

12. **The Cape Floral Kingdom** is one of the world's five Mediterranean hotspots. Home to the greatest non-tropical concentration of higher plant species in the world, the region is the only hotspot that encompasses an entire floral kingdom, and holds five of South Africa's 12 endemic plant families and 160 endemic genera. The geometric tortoise, the Cape sugar-bird, and several herbivore species are characteristic of the Cape Floral Kingdom hotspot. Whilst the GEF have successfully invested in the area in the past, some high priority sites such as the Sand Fynbos and Coastal Renosterveld were not covered in that investment, and the PA network remains incomplete.

13. Lowland climate change corridors in the Cape Floral Region (Riverlands/Pella - Dassenberg-West Coast) (Map 3, Annex 1) covers approximately 40,000 ha of endangered Cape West Coast lowland habitat within the Cape West Coast Biosphere. This area includes the last relatively intact and ecologically functional area of critically endangered and poorly protected (at c. 2%) *Atlantis Sand Fynbos*, and *Swartland Shale Renosterveld* habitat. It includes over 100 threatened endemic plant species, and also includes a critical aquifer important for Cape Town's water supply. The area has been highlighted in the National Protected area Expansion Strategy, and is one of the top three nodes for formal protected area expansion and climate change adaptation in the Western Cape. The project seeks to expand the PA network in this area by 12,000 ha (Map 3, Annex 1) in the form of i) an east-west corridor between the Riverlands and Pella Nature Reserves and the coast, ii) a north-south corridor linking the West Coast National Park to the corridor described above, and iii) a buffer zone inland of West Coast National Park.

14. Establishment of New Protected Areas in upland areas in the Cape Floral Region (Forest exit areas) covers a potential 60,000ha of globally-important and vulnerable *mountain fynbos* that comprise key mountain catchment areas (often adjoining existing protected areas) and were previously managed by the state forestry department, have been identified for the PA network as

part of the consolidation and completion of land transfer of forest exit areas in Western Cape. Most of these areas are already under PA management, but lack formal proclamation and do not have the necessary security of conservation tenure (i.e. they have no current legal protection under NEMPAA). This project will target 19,000 ha (*Map 4, Annex 1*).

15. **The Maputaland-Pondoland-Albany hotspot (MPAH)**, unites three diverse centres of endemism (Maputaland, Pondoland and Albany) in an area of nearly 275,000 km² that stretches along the eastern seaboard of southern Africa (*Map 1, Annex 1*). The hotspot supports the second richest floristic region in southern Africa (after the Cape Floristic Region) and the second richest floristic region in Africa. The area is the meeting point of six of South Africa's eight major vegetation types and boasts an unusually high number of unique species and ecosystems with: one type of forest (sand forest), six types of bushveld and five types of grassland restricted to the hotspot, as well as an entire vegetation group called "subtropical thicket." It contains most of South Africa's natural forests, with at least 598 tree species. Biodiversity loss and degradation of habitat resources continue to occur in this hotspot due to commercial and subsistence farming, timber production, urban development and increasing mining activities. The unsustainable use or damaging of natural resources, the spread of invasive alien species and human-wildlife conflict are also placing pressure on the hotspot's biodiversity and ecosystems. This project aims to increase the protection status within the hotspot by 148,000 ha, through four interventions.

16. Establishment of New Protected Areas in upland areas of the Maputaland Pondoland Albany hotspot (Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks) in a corridor that links the Camdeboo and Mountain Zebra National Parks in the western interior of the Maputaland-Pondoland-Albany hotspot (*Map 5, Annex 1*). The area has recently been recognized as the Sneeuberg Centre of Endemism, and is extremely important for species conservation as it lies in the interface between several very different biomes. Furthermore, the very diverse topography and geology, with a relatively steep climatic gradient superimposed, gives rise to a diverse array of vegetation types, some of which are threatened. Perhaps equally important to the species and habitat protection value, this area is considered very important for climate change resilience due to its steep climatic gradients, and is critical for securing the long term persistence of biodiversity within the two national parks. The ecological integrity of the area is threatened by unsustainable land use practices, primarily poorly managed livestock farming that cause the degradation of the vegetation and soil erosion. There is also an increasing threat from prospecting and mining in the form of shale fracking. A total of 45,000 ha is targeted for protection in the corridor under this project, most of which will be in the form of a protected environment (PE).

17. The establishment of New Protected Areas in upland areas of the Maputaland Pondoland Albany hotspot (Eastern Cape interior) include globally-important high-altitude grassland and forest mosaics, of which 30,000ha will be secured by the MPAH montane protected area consolidation component (*Map 6, Annex 1*). These areas are characterised by a very varied topography, steep altitudinal gradients (ranging from about 1000m to above 3000m), with resulting steep climatic gradients. Mistbelt grasslands with embedded forest patches and wetlands dominate the higher altitude montane areas of the Katberg and Amathole mountains (vegetation types include Amathole Mistbelt and Montane Grassland, and Mistbelt Forest). Montane areas along the Lesotho border support very high levels of plant and animal diversity

and are part of the Drakensberg Alpine Centre. There are very high levels of beta and gamma diversity across these landscapes, with the grassland ecosystems changing in response to topographic and climatic variations, with additional layers of complexity coming from the long-term influence of fire and grazing. In terms of species diversity, the Amathole Mountains have particularly high plant diversity with 1215 species (30% of the Afromontane flora). Numerous endemic and threatened plant and animal species are present. Separate to species diversity conservation, the area is very important for the long-term security of water resources in a region that has relatively little rainfall. Many of the large rivers, which support livelihoods, towns and export-scale irrigation schemes, have their sources in these inland grasslands. The inland grasslands have been identified as very high priority for conservation by several different planning initiatives at an international, national and provincial level, but are threatened primarily by unsustainable livestock farming practices with inappropriate grazing and burning management that cause degradation of the vegetation and soil. This project will target 30,000 ha of land prioritised in the Eastern Cape PA Expansion Strategy 2013 (ECPAES) for protection.

18. The establishment of New Protected Areas in lowland areas of the Maputaland Pondoland Albany hotspot (East Cape transfer and tenure formalization) considers high priority areas of state land have been identified for transfer to the provincial protected area network in the Maputaland Pondoland Hotspot. These areas are the focus for the Eastern Cape declaration, status confirmation and consolidation of land tenure, which aims to secure the transfer of land to the conservation network (*Map 8, Annex 1*). There are many examples of high priority land that are managed for conservation, at least on paper, but that are not formally or effectively part of the PA network in the Eastern Cape. These areas include declared or undeclared portions of state land primarily managed by forestry and local nature reserves, which are often not fully secured by current PA legislation. Many of these reserves suffer neglect due to not being formally included in the PA network and thus not enjoying regular planning, staffing and budgets. In most instances, the issue lies in a lack of clarity regarding the boundary, ownership, management authority and responsibilities. These existing protected areas have been evaluated as part of the ECPAES, and have been prioritised in terms of their biodiversity and ecosystem services values for declaration, transfer to ECPTA, status confirmation and consolidation, and described activities to demarcate and declare the protected areas already managed by ECPTA. Many of them are considered vital for representing vegetation types, ecosystem services, species and other biodiversity features in the Eastern Cape and also at a national level. This project will target 10,000 ha of such priority land. The land will be formally declared as (a) Protected Area(s) under NEMPAA.

19. The establishment of New Protected Areas in lowland areas of the Maputaland Pondoland Albany hotspot (Kruger to Canyons) focuses on the northern areas of the Maputaland Pondoland Hotspot and includes the world famous Kruger National Park (KNP), a key bastion for endangered mega-fauna such as black and white rhinoceros. The KNP buffer areas (*Map 7, Annex 1*) overlap in the south with the Maputaland-Pondoland-Albany hotspot and extends northwards to the west of KNP and up onto the escarpment (*Map 7, Annex 1*). It is an important area for the establishment of a buffer zone for the Kruger National Park, which is particularly important as this reserve is one of the key bastions for endangered mega-fauna such as black and white rhinoceros. The buffer area is important in its own right for protected area expansion, because it contains important plant and invertebrate biodiversity and is a source area for the

region's major rivers. There is a great diversity of landscapes and eco-systems arising from several steep environmental gradients. For example the altitude ranges from 200 m in the eastern savannah lowveld to 2,050 m on the western grassland escarpment. This east-west topographic gradient has a parallel annual rainfall gradient from 400mm to 3,000mm. The very diverse geology of the area adds further complexity that contributes to the high biodiversity and the endemism of the region: Black Reef Quartzite and Dolomites on the escarpment, and basalt plains with dolerite intrusions, rhyolite ridges and granite undulations in the lowveld. Three biomes are found in this area: Grassland, Forest and Savanna. The grasslands within this region are known for high levels of biodiversity and endemism, and with high levels of threat, particularly from arable agriculture, plantation timber and exotic invasive vegetation. Important grasslands include the Woodbush Granite Grassland (Critically Endangered) and Northern Escarpment Dolomite Grassland (Endangered). The grasslands are also important for their contribution to regional water security, primarily due to the occurrence of montane seepage or palustrine wetlands. The condition of these catchment wetlands is of the utmost importance to the quality and quantity of water channelled into the eight major perennial rivers that have their source in the escarpment region (Treur, Belvedere, Mohlapitse, Ga-Selati, Molotsi, Klaserie, Timbavati and Sand Rivers). These rivers provide an important source of water and other resources to rural communities, agriculture, mining, domestic use in towns, wild animals, recreational activities, and they also create habitats for a diverse range of other aquatic organisms. The Forest Biome occurring within the area is represented by the Northern Mist belt Forest and Lowveld Riverine forest. The Mistbelt forest encompasses the Northern Escarpment Afromontane Fynbos, which has a unique combination of plants for the Limpopo and Mpumalanga provinces because of its link to the Cape Fynbos floristic kingdom. The forest biome includes the Lowveld Riverine Forest which is Critically Endangered. The Savanna Biome of Southern Africa is considerably more diverse than other African savannas, and is considered to be an important centre of diversity and speciation. It is in the Savanna Biome that most of the large mammals and birds, which are special attractions for both national and international visitors, can be seen. Important vegetation types include the Tzaneen Sour Bushveld (Endangered) and Legogote Sour Bushveld (Endangered) and Granite Lowveld (Vulnerable). The target is to add 63,000 ha to the PA network in this area.

Protected area network: Current status and coverage

20. South Africa has a substantial network of formal land-based PAs that collectively cover just over 7.9 million hectares or 6.5% of the country. These PAs, which are mostly state owned and managed, generally enjoy legal protection and are typically Type II reserves under the IUCN PA classification. In addition to the state PAs, private nature reserves, game farms, mixed farming and ecotourism operations protect an additional 20.5 million ha or 16.8% of the terrestrial area, 2.6 times the formal PA estate. These areas are often well managed and contribute significantly to biodiversity conservation objectives, but they generally have no formal legal protection and are subject to land use changes and activities such as mining and prospecting. Oversight for formal protected areas lies with the Department of Environmental Affairs (DEA). Management is undertaken at three levels: nationally by South African National Parks (SANParks); provincially by Provincial Park Boards or Provincial Government Agencies; and within district and local municipalities. SANParks manage 19 national parks that make up just over half of the PA network; provincial conservation agencies manage approximately 390

PAs that comprise 44% of the PA network, with the remaining PAs are managed by municipal authorities. This project will focus on site-specific interventions across the PA network.

21. The Richtersveld Coastal project site is defined by the Richtersveld National Park in the north and the Richtersveld Cultural and Botanical World Heritage Site in the south (*Map 1, Annex 1*). These PAs effectively conserve the mountain desert vegetation types, but coastal vegetation types are largely unprotected and have been heavily transformed through diamond mining activities. The Project aims initially to secure formal protection and effective management of the Oograbies Wes and Klein Duin sites and, later the adjacent communal areas. These new PAs will make a significant contribution to the conservation of the unprotected threatened vegetation types. The land will be formally declared as (a) Protected Area(s) under NEMPAA.

22. The Riverlands/Pella-Dassenberg-West Coast site (*Map 2, Annex 1*) includes three critically endangered, poorly protected and highly transformed vegetation types: Swartland Granite Renosterveld, Swartland Silcrete Renosterveld and Swartland Shale Renosterveld. These are currently poorly protected and are unlikely to meet conservation targets as much of the land has already been transformed. Endangered vegetation types in the area include the Hopefield Sand Fynbos, Cape Flats Dune Strandveld and the Saldanha Flats Strandveld. Furthermore, the Witzands Aquifer in the area is critical for the current and future water security of both the City of Cape Town and the Atlantis community, but it is not secured within a PA. This site lies within the Cape West Coast Biosphere, which provides a useful coordination mechanism between different PA agencies and role players. The existing PA areas are isolated and vulnerable to climate change impacts. Adaptation to meet the anticipated impacts of climate change will require larger protected areas to be incorporated into a mosaic of compatible land use, with linkages between the smaller reserves and appropriately managed buffer areas. The project aims to expand the PA network by 40,000 ha by increasing the size of some of the smaller reserves through contractual partnerships, and securing the PA buffer zones (e.g. the buffer intervention around the West Coast National Park).

23. Consolidation and completion of land transfer of forest exit areas in the Western Cape targets several areas that have historically been managed by forestry, but have no security of conservation tenure. Cape Nature (CN) has been in negotiations with the Department of Agriculture, Forestry and Fisheries (DAFF) to bring these areas into the formal PA network, and has already identified the priority areas which would best complement the current PA network. These sites are important for a variety of reasons; primarily as functional linkage corridors, consolidation of reserve boundaries, protection of species rich areas, the conservation of intact vegetation and Freshwater Ecosystem Priority Area (FEPA) wetlands and fish sanctuaries. The land will be formally declared as (a) Protected Area(s) under NEMPAA.

24. The 46,000 ha Mountain Zebra and Camdeboo National Parks form anchor points within the Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks which extends along the southern slopes of the Sneeuberg mountains, with 65,000 ha of private nature reserves and conservancies scattered between them (*Map 5, Annex 1*). Yet, the PA buffers are not secure, and PA network in this area is not consolidated into coherent large areas that increase their conservation effectiveness. There already is considerable momentum in the area to increase the PA network around and between the existing protected areas. Specifically, an existing

SANParks-CEPF project has been underway in the area for several years, with the intention of securing 45,000 ha of land to consolidate the PA buffers and linkages. To date, this project has secured several administrative goals, including landowner agreements and 'Intentions to Declare' for over 200,000 ha of farms that lie in the buffer zone and corridors between the Mountain Zebra and Camdeboo National Parks. Although this project has created significant momentum in the area, there is still a great deal of work necessary to consolidate the separate sections, to complete declarations under NEMPAA as Protected Areas (mostly as Protected Environment), undertake management planning and integrate the areas into the PA network.

25. The Eastern Cape interior does not enjoy adequate representation in the PA network despite the 15 State Forest Reserves (totalling 17,040 ha) and two provincial nature reserves (Fort Fordyce – 2,500 ha, and Mpofu – 10,900 ha) in the vicinity of the Amathole-Hogsback-Katberg mountain range (*Map 6, Annex 1*). The State Forest Reserves comprise a mix of indigenous forests and high-altitude habitats, often surrounded by a matrix of plantation forestry and private or commercial livestock farms. Unfortunately, the State Forest Reserves have not had a history of good management (or any management at all), and this is often been minimal fire protection undertaken by the neighbouring plantation companies. Further to the north and east, along the border of Lesotho, lies the only other provincial nature reserve (Malekgalonyane Ongeluksnek NR – 13,600 ha) in these important high-altitude habitats, which remain very under-represented in the PA network. These inland montane areas lend themselves to the expansion of the PA network through various low-cost reserve expansion strategies as they are typically very sparsely populated and are dominated by extensive livestock land uses, which are often compatible with biodiversity conservation goals. Indeed, SANParks and ECPTA have identified and undertaken detailed feasibility studies on the viability of the stewardship model to link a large belt of properties that buffer and provide corridors between these PAs, however resources have not been in place to implement these plans.

26. Whilst there are many reserves in the Eastern Cape, the ECPAES has identified those that are not adequately declared or their boundaries are not correctly demarcated. These reserves do not enjoy adequate security of tenure, or the appropriate management levels or resourcing. There are many of such reserves in the East Cape requiring transfer and tenure formalization, however the demarcating, transfer and declaration process is beyond the administration and legal capacity of the ECPTA. These reserves currently represent vegetation types and species that are important for national and international biodiversity targets. Many of these biodiversity features are under pressure from the expansion of the urban areas along the coast, and several of these reserves are in the coastal zone and contribute to a regionally important north-south biodiversity corridor along the coast. The following reserves will be part of the declaration and transfer process to achieve the target of 10,000ha: Mkhambathi, Silaka, Mpofu, Fort Fordyce; Cape Morgan, Double Mouth, Chintsa, Blue Bend, Cove Rock, Christmas Vale, Tylomnqa, Hamburg, Sunshine Coast; Cape St Francis, Irma Booysen, Seal Bay & Seal Point; Great Fish and Baviaanskloof (including Welbedacht and The Island).

27. The northern MPAH is dominated by the Kruger National Park, and contains numerous provincial and privately owned PAs in the Kruger to Canyons area. The largest of the Provincial Protected Areas is the Blyde River Canyon Nature Reserve (25 583ha), on its eastern boundary is the unproclaimed Mariepskop Conservation Area (11435ha), on its southern boundary is the Mac

Mac Reserve (2039ha), smaller reserves include the Andover (6816 ha) and Bushbuckridge (7093 ha) Nature Reserves, both of which require boundary verification and proclamation, the Manyeleti NR is proclaimed. The KNP is a large and well-managed PA, but it is at risk from inappropriate activities on its border and in the catchments that feed its major rivers. Although the western KNP buffer has many well-managed private PAs (although some without security of conservation tenure and therefore not currently part of the formal PA network), the buffers in the south and south east are under threat from agriculture and urbanisation, The Methethomusha Nature Reserve is situated in the south and is managed through a joint management agreement with the community. Its boundary and proclamation need to be verified. Private Nature Reserves along the western boundary include the proclaimed Sabi Sand GR (46 250ha), Mala GR (16 240ha) and Timbavati GR (50 498ha), and the unproclaimed Selati GR (9 796ha), and unproclaimed portions of the Klaserie GR (4 097ha) and Umbabat (5 005ha) and the yet to be proclaimed Doreen, Rhoda and Shiela properties (5 943ha) Further north these give way to more arid, but no less vulnerable buffer areas with few protected areas. These include Hans Merensky NR (5 268ha) and Letaba Ranch (4 568ha) both of which need boundary verification and proclamation. These buffer areas are critical to maintaining the integrity of the KNP, however, some of the privately managed reserves in an open system with Kruger National Park as well as neighbouring state land do not have protected area status making them vulnerable to land use changes. On the escarpment important areas for climate change refugia include the proclaimed nature reserve Lekgalameetse NR (21 199ha) and unproclaimed areas Bewaarkloof NR (31 564ha), Wolkberg Caves NR (4 677ha), Wolkberg (serala) WA (26 866 ha) and Thabina (1634ha) which need formal agreements and proclamation.

28. The formal PA system in South Africa is managed through several agencies and entities at different levels. While South Africa's has an encouraging ability to manage its protected area network effectively, there are critical institutional and capacity development requirements that need to be addressed at the national, agency and PA levels. The primary need revolves around the development of management planning and monitoring and evaluation systems that will be understood and implemented by all the conservation agencies while also achieving best practice standards. However, whilst private reserves are very variable in terms of conservation management processes, when evaluated for management effectiveness, they often score poorly due to a lack of formal management plans or management tracking. They do, however, offer security of conservation tenure and whilst legislation provides for improved management effectiveness, the capacity is the limiting component. This all explained in more detail in the next section.

Protected area management effectiveness context

29. The Convention on Biological Diversity (CBD) in its Program of Work on Protected Areas "invites Parties to...expand and institutionalize management effectiveness assessments to work towards **assessing 60 per cent of the total area of protected areas by 2015** using various national and regional tools and report the results into the global database on management effectiveness" (CBD Aichi Targets, COP 10 Decision X/31, 19a).

30. South Africa has already exceeded the target relating to assessing the management of 60% of its protected area estate. The country also provides international leadership in conservation, particularly in the fields of planning and of adaptive management in PAs. Challenges in this regard relate to sustaining this lead into the future over a larger area with more diverse governance, and ensuring that the best practice ideas are shared and implemented across the PA network. It is also important that the results of management effectiveness assessments are used to improve management. In addition, it is particularly important that assessment of PA outcomes is boosted across the country, given the high biodiversity significance and the high level of threats facing the PAs.

31. In 2010, a major initiative saw 230 PAs across South Africa assessed with the METT-SA tool (which is derived from the WWF/World Bank's Management Effectiveness Tracking Tool). The results of this assessment are available in a well-presented report¹ and are summarised in Table 1 below. Since that time, most of the PA management agencies in South Africa have conducted at least one, and up to three, follow-up evaluations using the various METT-SA tool. In 2012, 163 provincial PAs were assessed in eight provinces. This is a very high uptake of the evaluation tool, and shows a high level of commitment by the agencies to regular management effectiveness evaluation.

Table 1: Number of METT assessments across South Africa in 2010 and 2012. Information 2012 provided by Cape Nature

Management authority	Number of protected area assessed in 2010	Number of protected area in 'sound' range (av score >67%)	Number of protected area assessed in 2012	Number of protected area in 'sound' range (av score >67%)
SANParks	19	12		
iSimangaliso	1	1		
Northern Cape	6	0		
Limpopo	34	0	33	0
MTPA	18	3	18	0
Free State	14	1	15	0
Gauteng	4	0	6	2
ECPTA	15	0	15	2
CapeNature	40	1	43	22
NWPTB	11	2	15	13
EKZNW	67	12	18	15

¹ Cowan, G. I., et al. (2010). Management effectiveness of South Africa's protected areas. Pretoria, Department of Environmental Affairs.

32. Even more encouraging are indications that the results of the studies, and the evaluation process itself, have been used as part of a continual PA management improvement process, with commitment by the agencies involved to raise as many PAs as possible into the 'sound' range, and to addressing short-comings identified (Table 2 below). In three of the four provinces involved in this project, average scores and the individual scores for most of the PAs involved have increased substantially over the last three to five years. The exception is Mpumalanga province, where assessments showed a significant drop between 2009 and 2011, and a slight recovery since that time. The METT-SA tool has not been reapplied in most of the national parks managed by SANParks, as their alternative management effectiveness evaluation measures fulfil a similar role and provide a greater detail in all aspects of management, including biodiversity outcomes.

Table 2: Known METT-SA assessments and their scores in the provinces involved in the GEF project. N= number of reserves assessed; Av is the overall % score; S is the number of reserves scoring within the 'sound' range, i.e. over 66.6%. Source: Data for 2010 obtained from Cowan et al; other data provided by the provincial agencies.

Year	ECPTA			CapeNature			Mpumalanga			Limpopo(LEDET)			SANParks		
	N	Av	S	N	Av	S	N	Av	S	N	Av	S	N	Av	S
2008				41	47	1									
2009							18	54	2						
2010	15	34	0	40	47	1	18	54	3	34	33	0	19	69	12
2011	15	51	1	39	63	11	18	46	0	29	38	0			
2012	15	55	2	43	68	22	18	52	0	29	47	2			
2013	15	68	4												

33. While there is a relatively encouraging picture of South Africa's ability to effectively manage its state owned PA network there are critical institutional and capacity development requirements that need to be addressed at the national, agency and PA levels, and these will require GEF support. The primary need revolves around the development of consistent and aligned management planning, monitoring and evaluation systems that will be understood and implemented by all the conservation agencies, while also achieving best practice standards. In addition to this is the need to harmonise the disparate approaches that are applied by the country's PA management agencies.

34. Central to this process of a nationally accepted and implemented PA management system, is the need to integrate a management effectiveness tracking tool into these systems to deliver the required management guidance to the PA agencies as well as reports needed for the National Dept. of Environmental Affairs and the CBD.

35. With the focus of this project being on low-cost PA expansion using innovative mechanisms to secure priority areas on private and communal land, it is necessary to note that the management planning and effectiveness standards set for the country's state PAs are proving too onerous for private and communal land owners. In addition, the current PA planning and

tracking tools have not been adapted to or applied in the managed landscape mosaics anticipated in some low cost expansion types (i.e. Protected Environments). Where low cost reserve expansion mechanisms are used adjacent to more traditional state PAs, the interaction and support processes are often not clearly defined or effectively in place. It is thus necessary to translate these requirements to a level that will still achieve the required standards, and yet be user-friendly and not inhibitive to low cost expansion strategies. This will create the enabling environment required to bring private and communal land owners into the national and provincial PA expansion and management effectiveness processes.

36. However, given the institutional and capacity development requirements (see paragraph 27 above), it is essential that management effectiveness of South Africa's state PAs is sufficient so that they will be able to accommodate and effectively support adjacent expansion areas. While the 2010 and subsequent METT assessments have provided a generally positive picture of PA management capacity in South Africa (see Tables 1 and 2 above), it must be noted one critical review of the 2010 national process has revealed potentially serious inadequacies in terms of how the assessment process was managed. Carbutt and Goodman² illustrated that the nationally managed METT assessment for one particular PA and World Heritage Site produced a score of 86%. However, when the assessment was redone in greater detail and involving more of the management staff, the score was 58%. While this comparison is for only one PA out of the almost 300 in South Africa, it strongly suggests that a lot more attention needs to be paid to ensuring that PA management agencies fully understand the value of a robust METT assessment process and have the capacity to ensure that assessments are carried out to the necessary standard.

37. In addition to the aspects of PA management effectiveness and low cost PA expansion is establishment of buffer zones, especially around National Parks, many of which are still to be delineated. Thereafter there is still work to be done in terms of ensuring that the delineation process is in sync with the systematic biodiversity conservation planning of the relevant provincial agencies, and that there is a joint effort to have the buffer zones and the relevant land use planning controls integrated into the relevant local municipal planning processes, mechanisms and outputs.

Protected Area Financial Sustainability

38. Traditionally, PAs are being managed by conservation agencies whose primary task is biodiversity conservation and the management of PAs, and whilst financial management and income generation is often a board mandate, its execution is not at the level required. Cost-effectiveness is not generally considered. However, the urgent need to expand the PA network within a resource-constrained context issue of cost-effectiveness is very important as agencies have to (i) do more with their current resources, and ii) demonstrate good financial acumen and management to attract funding from NGOs to supplement the traditional income streams of state budgets and tourism incomes.. Generally, the broader and more diverse an organisation's income

² Carbutt, C. and Goodman, P., 2013. How objective are protected area management effectiveness assessments? A case study from the iSimangaliso Wetland Park. *Koedoe* 55, Art. #1110,1118 pages.

generation streams are, the more robust and financially resilient it will be in the face of financial turbulence. Most agencies' funding streams are related to conventional activities such as tourism, hunting and game sales, implying that

- i) there is very little diversification among the agencies, leaving the entire PA system vulnerable to financial turbulence,
- ii) they compete with each other for the same pot of money whereas they are seeking to achieve the same objectives only in different regions,
- iii) there is limited scope to increase incomes as these income streams have a real limit,
- iv) that agencies are financially vulnerable to the inherent vagaries of the tourism and related sectors.

Income streams need to be diversified to include aspects such as investment in ecological infrastructure, environmental offsets, sustainable natural resource exploitation, residential property development, energy production, livestock/commodity breeding and livestock trading, etc..

Institutional context

39. State PAs in South Africa are managed through several agencies; national parks by SANParks, provincial PAs by the respective provincial agencies and municipal PAs by the relevant local authorities. Superimposed over this institutional layer is the international status granted to PAs such as World Heritage Sites and RAMSAR sites. In most instances the various PA agencies have retained management responsibility for the PAs with elevated status, while in other instances specific management authorities have been appointed. To add to this mix, there are private and communal PA's that are not under direct state management but are either managed contractually or by the owners and with various levels of PA declaration and management authority. The majority of the private conservation areas have no formal conservation declaration (under NEMPAA) and the private PAs on the western boundary of KNP are an exception.

40. The Government and other partners have invested substantially in expanding the PA network over the last 12 years. An average of 38,580 ha of terrestrial area and 8,500 ha of marine area have been added to the national park network each year, especially in under-conserved and under-represented biomes such as the *Lowland Fynbos, Succulent Karoo, and Thicket*. This has seen the number of national parks increase by four (*Table Mountain, Agulhas, Garden Route, and Namaqua National Parks*) since 1998. Actual land purchased by SANParks and the state accounted for 54% of this increase, while 21% was by development partners, and 11% by contractual arrangements (i.e. conservation / stewardship partnerships with land owners). The focus here has been on increasing the size of parks to accommodate under-represented vegetation types, ecological patterns and resilience to climate change. Provincial conservation agencies have added a total of approximately 10,000 hectares to the conservation estate annually also through various partnerships with landowners. The use of low cost park expansion mechanisms has become more important over the years as the national budget for PA land

purchases reduced.³ Other private conservation funds, most notably the *Leslie Hill Succulent Karoo Trust* and the *National Parks Trust*, have contributed an estimated US\$ 2 million per year to PA expansion. The land incorporated using this private funding is included in the expansion figures for national and provincial PAs.

41. In the Richtersveld Coastal site, the Richtersveld National Park is managed by SANParks, however, the *Richtersveld Gesamentlike Bestuurspan Komitee* (RGBK) developed its management and development plan. The communally-owned Richtersveld Cultural and Botanical World Heritage Park, has the Richtersveld Community Property Association (also referred to as the Sida !hub Community Property Association, or Richtersveld CPA) as its delegated management authority. The community, represented by the CPA, is interested in expanding the PA network within the *succulent karoo*. Other institutional role players include the provincial conservation body, Northern Cape Nature Conservation and the Richtersveld Municipality. Stakeholders in the area are the Richtersveld Company for Sustainable Development, (a community owned, non-profit, company concerned primarily with tourism development), the Richtersveld Tourism Association and the Richtersveld Traditional Nama Council concerned with cultural and heritage issues of the Nama people.

42. The proposed corridors linking the Riverlands/Pella-Dassenberg-West Coast National Park are all within the Cape West Coast Biosphere Reserve. The east-west corridor in the south was initiated by the Dassenberg Coastal Catchment Partnership (DCCP), which comprises of the following role-players: City of Cape Town (the approved Biodiversity Strategy has resulted in the identification of a biodiversity network of sites - Bionet), CapeNature, WWF, Table Mountain Fund, Wilderness foundation, Cape West Coast Biosphere Reserve, SANParks and SANBI. The corridor implementation partners in the DCCP are CapeNature and the City of Cape Town. SANParks is the main implementer for the link to the West Coast National Park and the park buffer areas and CapeNature is an important role-player in the development of these areas. The City of Cape Town, and other district and local Municipalities are represented in these existing networks, but are critical stakeholders in their own rights. Their responsibilities related to planning, infrastructure provision and service delivery, environmental management and protection, land ownership and management and social and economic development within the area.

43. The identified state forest exit areas areas in the Western Cape are currently managed by CapeNature, but their administrative and legal status is complex. Due to changes in government structure, the status of these areas remains in limbo with capacity constraints halting the proper transfer of these high biodiversity value sites, through the various legal processes, to achieve PA status.

44. The Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks consolidation will be implemented through SANParks, the management authority of the two national parks that frame the area. The work has already been initiated through the existing CEPF funded SANParks / Wilderness Foundation Mountain Zebra to Camdeboo Corridor

³ Only 8000 ha of land has been added to the national protected area network per year from 2009

Project 2013, which has mapped buffer areas and linkages between the existing national parks. This is a stewardship-based project with a lot of momentum and potential to expand. Already a PE management authority and a land owners association have been established. Thus far they have undertaken the initial agreements and negotiations for about 200,000 ha of land. This project will build on this work and take it the next step to convert the landowner agreements into PA declarations under NEM-PAA and so doing, ensure it achieves optimal conservation outcomes on the ground, and long-term security of conservation tenure.

45. In the Eastern Cape interior montane habitats, there are no institutions working on reserve expansion, although the ECPTA and various partners in the district have made efforts to expand the Ongeluksnek Nature Reserve in the past few years. There is a lot of interest in this area, being the upper catchment of the regionally-important Mzimvubu Catchment, and there is much potential to partner with the municipalities and NGOs operating in the area to build on this work. The low-cost expansion of reserves in the inland grasslands will need to be implemented through ECPTA, based in East London. ECPTA already has a stewardship unit, but it is not adequate for the scope of low-cost reserve expansion in the area. The land tenure in the area includes communal land, state land and private land, all of which require significantly different approaches to stewardship.

46. The East Cape transfer and tenure formalization identified areas are currently held by various government departments (primarily DAFF and DPW), and district and local municipalities. There are existing efforts with some of these institutions to facilitate these confirmations and transfers.

47. The Lowveld Kruger to Canyons area and buffer to the Kruger National Park is institutionally complex as it deals with conservation issues at several levels: i) internationally (with Zimbabwe and Mozambique) through the GLTFCA, ii) nationally through SANParks, provincially through the MTPA and LEDET, iv) at the NGO level through the K2C, and v) at the community and private ownership level through various associations. The GLTFCA is largely concerned with the management of the Greater Limpopo Transfrontier Conservation Area across South Africa, Mozambique and Zimbabwe. Part of their approach and mandate is exploring ways to secure the buffer areas around the core conservation areas within the three countries. DEA has gazetted a policy on Buffer Zone around national parks which was developed to secure the conservation estate through the development of buffer areas surrounding these parks. SANParks has a vested interest in securing the conservation status of provincial and private reserves on its periphery. The provincial conservation organisations LEDET and MTPA are responsible for the management of the provincially run nature reserves. They are also responsible for the development of the provincial PA expansion strategies which guides their stewardship programme and work outside of the PAs. MTPA has a biodiversity sector plan (2013) that guides their expansion plans and general land use planning. LEDET is in the final phases of developing biodiversity conservation plan. The K2C is an NGO established to support the development of the Kruger to Canyons Biosphere Reserve which was registered in 2001 by UNESCO, in particular regarding aspects not covered by MTPA, LEDET, SANParks or the private nature reserves. It is also very involved in the coordination of many other initiatives within the area, coordination of projects and work being undertaken by various other institutions. This is done in order to support the mainstreaming of biodiversity into other local and provincial sectors (and

reporting to DEA), to promote the benefits of these biodiversity and ecosystem services and the value of the PA network, so that such an integrated land use approach could sustain livelihoods and resilient economic development. This includes assisting adjacent and affected communities to secure appropriate and sustainable benefits from the national park and other reserves by promoting a conservation economy. This takes place through a large regional informal network, and organised working groups or steering committees. These include the GEF SGP Steering Committee, Lowveld PA (including GEF PA) and GEF Mainstreaming Steering Committee, Working on Wildlife Economy, BSP Environmental Monitors Steering Committee and RESLIM. Areas outside of these PAs are managed by the district and local municipalities. They are tasked with developing spatial land use management plans through the land use planning legislation (SPLUMA). The integration of the provincial PAES and the KNP buffer strategies into the municipal spatial plans, the Local Economic Development Plan (LED) and the Comprehensive Rural Development Plan (CRDP) is key for the long term success of these strategies and the expanded PA networks.

Policy and Legislative context

48. The long-term sustainability of the South African PA network calls for connectivity between PAs and equal representation of all types of ecosystems, neither of which requirements are adequately met by the current PA network. The legislation and policies that have a bearing on this are briefly discussed below.

49. The National Biodiversity Strategy and Action Plan (NBSAP 2005) sets out a framework and a plan of action for the conservation and sustainable use of South Africa's biological diversity and the equitable sharing of benefits (including, direct financial benefits, job creation and economic development) derived from this use. It is not legislation, but guidance, and fits in with the 2009 National Biodiversity Framework (NBF) whose purpose is to provide a framework to co-ordinate and align the efforts of the many organisations and individuals involved in conserving and managing South Africa's biodiversity, in support of sustainable development. The NBF is a requirement of the National Environmental Management: Biodiversity Act (see below).

50. The National Environmental Management Act (NEMA) (Act 107 of 1998) provides a legal framework for promoting sustainable development and for protecting constitutional rights in environmental protection. This is supported by daughter acts, two of which are of importance here.

51. The National Environmental Management: Protected Areas Act (NEMPAA) (No. 57 of 2003) is the primary legislative framework for PAs. NEMPAA includes chapters on the declaration and management of PAs. Alongside this is the National Environmental Management: Biodiversity Act (NEMBA) (Act 10 of 2004) which provides for the management of South Africa's biodiversity by protecting species and ecosystems and promoting sustainable use of indigenous biological resources. Within the three acts above, are specific references to the need for management plans which must contain at least "such planning measures, controls and performance criteria as may be prescribed". The project aims to secure "conservation tenure" which is defined as securing areas for conservation (i.e. as Protected Areas primarily managed to

meet objectives falling within the IUCN Protected Area categories ii, iv, v and vi) through their formal declaration as Protected Areas under the applicable South African legislation, namely the National Environmental Management: Protected Areas Act (NEMPAA) (No. 57 of 2003). Land management rather than ownership is the primary issue in terms of declaration under NEMPAA, as land may be under the ownership of national, regional or local government or parastatal agencies; or ownership may be retained by private or communal landowners. The project is not involved with securing land tenure or altering land ownership or land rights. This project is focussing on areas where ownership will be retained by their current owners who are a mixture of private landowners and communities, through some components are dealing with securing appropriate protection under NEMPAA for existing undeclared state land (in which case ownership would be retained by the state, but management responsibility would be transferred between departments). NEMPAA has strict specifications in terms of the management of various types of Protected Areas, including requirements for management plans, management according to specified objectives, and monitoring and reporting requirements. Opportunities for conservation vary according to the specific objectives of the type of Protected Area involved. Where an area is declared as a National Park or Nature Reserve, the opportunities for conservation are the same in private and communally owned areas, as they are in state owned areas. The main difference is in terms of access by the broader public, as private and communally owned areas are often run as high end eco-tourism operations which do not aim to offer mass access to conservation areas, whereas all state owned areas generally have some obligation to facilitate general public access to conservation areas. All Protected Areas declared under NEMPAA need to have specified objectives and written and approved management plans against which management is evaluated by the applicable government departments. Formal published norms and standards exist for PA declaration and management planning. In particular, these norms and standards make it clear that PAs are required to be managed in a way which maintains the specific reasons for their declaration e.g. preservation of a particular habitat type. Some PA types such as Protected Environments have less stringent requirements in terms of the activities which are allowable within them. For example, certain Protected Environments may be aimed at maintaining functional landscapes, and hence activities such as sustainable grazing of cattle on natural grasslands and shrublands may be allowable. These activities would nevertheless always be within the acceptable limits of a specified management plan and would be carefully monitored to ensure the objectives of the PA were not impacted on. Declarations as Protected Areas under NEMPAA can be of varying durations. In general the minimum duration declaration for private land that PA agencies are willing to invest effort in are ones with a 30 year timespan, through the default is in perpetuity. Under South African legislation, a Protected Area (whether it is state or privately owned) can be un-declared by an act of parliament. Tax and rates incentives are in place which financially encourage declarations of private and communally owned land for 99 years or in perpetuity. In the areas where the project is working, the project is aiming at improving security of conservation tenure and management of areas which are in many cases informally managed for conservation already. These areas are often already private nature or hunting reserves, and biodiversity compatible land use is economically viable and often the optimal option. However, to date these areas generally have not enjoyed legal protection, and it is this issue that the current project is seeking to improve.

52. The National Forest Act (NFA) promotes the sustainable management and development of forests for the benefit of all.

53. Working in concert with the legislation are further various policy and strategy documents along with specific provincial acts, regulations, policies and strategies. The National PAs Expansion Strategy (NPAES) 2008 provides priorities for expanding the PA network for ecological sustainability and climate change adaptation. The NPAES is supported on a provincial level by the provincially developed Biodiversity conservation/sector plans and provincial PA Expansion Strategies and Policies.

54. Areas around national parks are dealt with in the DEA Biodiversity Policy and Strategy for South Africa: Strategy on Buffer Zones for National Parks (GNR106 8 Feb 2012). This strategy aims to control development in areas surrounding national parks in order to prevent negative impact of these developments on the PAs along with conflict arising from negative interactions between communities and PAs. This document provides policy context for the implementation of the buffer zone aspects of this project. In this regard, supportive institutional mechanisms and processes will be essential to ensure buy-in and effective implementation of the Buffer zone strategy.

55. In 2010 South Africa adapted the global Management Effectiveness Tracking Tool (METT) for PAs. An assessment was implemented in 2010 with the intention to repeat this every five years.

56. Spatial Planning and Land Use Act (SPLUMA) (Act 16 of 2013) is a framework act for all spatial planning and land use management legislation in South Africa, and thus concerns municipalities. It seeks to promote consistency and uniformity in procedures and decision-making in this field. The other objectives include addressing historical spatial imbalances and the integration of the principles of sustainable development into land use and planning regulatory tools and legislative instruments. The integration of the provincial PAES and the National Buffer Strategy into the municipal spatial plans, the Local Economic Development Plan (LED) and the Comprehensive Rural Development Plan (CRDP) is key for the long term success of these strategies and the expanded PA networks.

THREATS, ROOT CAUSES AND IMPACTS

57. The key threats to biodiversity in South Africa include: habitat fragmentation and transformation of natural vegetation, leading to a loss of sustainable ecosystems to support and maintain biodiversity and dependent livelihoods This is being caused by expanding commercial agriculture, unproductive / unsustainable agricultural practices; soil depletion and erosion; mining and industrial development; rapid urban expansion, pollution and alien species invasion. The overarching possible impacts of climate change further complicate the threats to biodiversity. The threats to PA management revolve around the lack of biodiversity securing processes, and these are either capacity or financially based. Threats to the financial sustainability of the PA system stem from poor business management and PA expansion beyond limited or shrinking state resources

58. The root causes stem from a growing population with a need for development equity in access to resources, food security and social change. Such a population has little understanding of environmental issues. In the emerging democracy, the government finds itself addressing many different needs, demands and challenges related to social inequalities and poverty. Environmental and biodiversity concerns are often pushed down in priority, and may not be attended to at all. Finally, poverty, an underperforming education system, limited extension services and regular uncertainty regarding land ownership or potential land use, has often resulted in unsustainable land use practices. Root causes of management ineffectiveness are usually financially and capacity related. Root causes of poor financial sustainability are often due to agencies maintaining a traditional PA system income focus and PA management skill set and not being able to adjust approaches to different business models.
59. Climate change has been identified as a major threat to the PA network with major changes in both temperature and rainfall patterns predicted, which are likely to result in severe impacts on biodiversity and infrastructure. This threat is exacerbated by the fact that most of SA's PAs are too small and isolated to allow for effective ecosystem-based adaptation.
60. The impacts of these threats have led to fast-diminishing ecosystems and habitats, and the loss of the provision of key ecosystem services. The PA network is under threat from industry, agriculture, urbanisation, prospecting and mining, particularly for the informal or private reserves that do not have security of tenure and are vulnerable to land use changes. The impact of poor management leads to the loss of biodiversity and PA system integrity. The lack of financial sustainability leads to constrained management ability and effectiveness.
61. The Richtersveld Coastal area is facing several escalating land use pressures including overgrazing, mining, off-road driving and illegal plant collection. Of increasing concern, are the impacts of global climate change predicted for the region. Changing climate, as well fragmentation, habitat alteration and species invasion may also result in disruptions to pollinator groups with potentially serious ecological consequences, especially since many short-lived plants rely on seedling recruitment for persistence. Dune mining activities have totally transformed large areas along the coast and lower Orange River valley, although mining activity is slowing and many previously mined areas are due for, or are under some form of rehabilitation. Poor livestock management have led to overgrazing and trampling in several areas, particularly around watering points. Infrastructural development in the area has also impacted the area, primarily power lines, roads and industry to support the mining projects.
62. In the Riverlands/Pella-Dassenberg-West Coast corridor area, rapid agricultural and urban expansion, and infestation with invasive alien plants are key threats leading to habitat loss. These threats are exacerbated by the small and isolated PAs in the area: both Riverlands and Pella are small reserves (1,112 and 600 ha respectively). They would suffer severe on-going degradation and the extinction of multiple species in the short-term as a result of loss of ecological function if further adjacent habitat was lost, particularly as these are naturally fire-prone.
63. Portions of land managed by CapeNature are owned either by DAFF or the DPW and are not declared as a PAs. This poses a serious risk to the conservation status of the Biodiversity in

the Western Cape as this land lacks the security of tenure. This diminishes the ability to implement sound PA management, leaving the areas exposed to alien plant invasion and neglect and exposes the unprotected areas and buffers to potential land use transformation.

64. In the Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks, the threats to biodiversity are primarily associated with incompatible land use management practices, especially concerning livestock farming. Degradation of the natural vegetation through unsustainable levels of grazing and browsing, and inappropriate burning, is a significant risk to the diverse flora characteristic of the area. Invasive alien plants, primarily wattle, cactus and prickly pear species, are known to be a problem in the area. Generally, alien invasive plants invade areas that have been depressed by too much livestock pressure or other forms of disturbance, and it initiates a cycle of degradation with ever decreasing habitat integrity, productivity and diversity. Although there is a generic risk of biodiversity loss associated with changes in climate, this area has been identified as important for climate change resilience. An emerging threat of land use changes associated with prospecting and mining (shale fracking) are currently believed to be a significant threat, although the risk is not yet quantified for this area.

65. In Eastern Cape interior, the threats to biodiversity are primarily associated with incompatible land use management practices, especially concerning livestock farming. Degradation of the natural vegetation through unsustainable levels of grazing and browsing, and inappropriate burning, is a significant risk to the diverse flora characteristic of the area. Degradation of the landscape has significant impacts on the water quantity and quality in the rivers that flow from these important catchments, including lower regulation of flood waters. Invasive alien plants are one of the greatest threats to biodiversity in these inland grasslands, and, wattle and eucalyptus trees, bramble and other woody invaders are a very significant problem in these areas. Generally, alien invasive plants invade areas that have been depressed by too much livestock pressure or other forms of disturbance, and it initiates a cycle of degradation with ever decreasing habitat integrity, productivity and diversity. Entire valleys and river courses have been infested with such alien species, especially wattle, with very significant impacts on habitat and water flow regime for the area. One of the resulting problems is that the loss of grassland habitat is generally not considered in determining the stocking rate and the total herd size for the area often remains the same, resulting in a net increase in grazing pressure. This dynamic creates a positive feedback cycle for grassland degradation.

66. The areas under the East Cape transfer and tenure formalization plan all have valuable biodiversity, but unknown or insecure boundaries and tenure, no formal management authority and often no on-the-ground management due to inadequate or absent resource allocation. This plethora of administrative stumbling blocks exposes the land to threats of absent management, land use change and neglect, which compromise habitat integrity or lead to habitat loss. The root cause of such administrative chaos lies in the changes in legislation, and very complex and long-term manoeuvrings of government departments that have shuffled these land portions between them, re-allocating their budgets and generally ignoring them. In all of these changes of governance, many records and boundary delineations have been lost, which has added to the general confusion.

67. Threats differ over the Kruger to Canyons landscape. In the escarpment grasslands the primary threats include: erosion (resulting in increased siltation & loss of productive ecosystems), limited mining, plantation forestry, alien plant invasion and trade in endangered species such as cycads and other threatened plant species. The water quality and quantity in the rivers is threatened by reduced wetland function, development of dams (resulting in loss of biodiversity, eutrophication and many other impacts); water pollution upstream (e.g. from mines & settlements); damage to or loss of the riparian zone (inhibit & reduce ecosystem functioning and threaten biodiversity) and large volume of water abstraction for mining and agricultural activities. The lowveld savanna has, particularly in the southern parts, a large peri-urban component (such as Bushbuckridge and Acornhoek) which is expanding and heavily reliant on ecological infrastructure, and some of the highest poverty concentrations in the country are found here. Activities such as poaching are a threat to the tourism industry and various species populations (e.g. rhino & pangolin); as are the over development of lodges and road networks that encroach on natural habitats. Across most of the identified PAs there are many land claims that are yet to be settled that could threaten PA expansion strategies, but can also be seen as opportunities for co-management agreements and improving access and benefit sharing (ABS). Long-term threats include global warming, which will make some lowveld areas unsuitable for some species. The altitudinal gradient from the lowveld to the escarpment have been identified as potential refugia for these species. The links between the KNP in the lowveld and the provincial and private PAs up the altitudinal gradient to the escarpment is critically important for the long-term survival of many species. One of the major threats, is the lack of integrated planning within the diverse land use mosaic. Although the fast emerging wildlife economy could enhance economic development, it is essential to establish sustainable and equitable access-and-benefit sharing frameworks and supportive governance structures, for communities dependent on the PA network, and in many cases being the primary owners.

68. Threats to effective implementation and use of management effectiveness evaluations (MEE) include:

- a. As there are currently detailed evaluation systems in place in some of the PA agencies, there is resistance among staff members to conduct additional assessments for national, international and GEF reporting; leading to a risk of poor commitment to accurate assessment. At present there is no integration of the more detailed assessments into the METT_SA or into a unified national report.
- b. The main purpose of the MEE work is as part of the cycle of continuous improvement. In cases where the assessments are not carefully considered by management and do not lead to improved management on the ground, there can be increasing resistance to the effort required in conducting the assessments.
- c. Inaccurate or biased reporting is always a threat to credible assessments, especially when they are self-assessments based on qualitative measures. Assessments which do not include adequate emphasis and weighting for outcome measures risk being perceived as invalid, especially if high scores do not correlate with success in conserving values in the PAs and/or the achievement of biodiversity conservation targets.
- d. Assessments of individual sites and a focus on effectiveness at that level can mask inadequacies at the agency or system level which are better addressed across a province or the whole country.

- e. With an increase in PAs under a wider range of governance types, conducting meaningful assessments will be more difficult yet even more important to measure the real effectiveness of these arrangements. Threats are that assessments are not conducted and that self-reporting may be inaccurate.
- f. There is a disjunction between this project and the management effectiveness tracking process being driven by the national Dept. of Environmental Affairs with the former requiring implementation of the GEF METT and the latter using METT-SA2. While these tools do not differ significantly these disparate requirements may complicate implementation.

69. Threats to effective management of PAs: Across the many PAs included in this project, there is a wide range of threats and issues related to management effectiveness, so general statements do not apply in all cases. According to the assessment undertaken, threats to improved and sustained management of existing PAs in South Africa include:

- a. In some agencies and locations, there is a lack of dedicated and sustainable funding for even basic PA management. The impact of this has been a decline in management capacity and an inability for staff to conduct even essential management activities.
- b. Absence of PA management plans, as required by law, is a common threat as this can lead to poor outcomes and lack of consistency. This was identified as the highest priority in the 2010 assessment. This threat will become more serious and widespread as new PAs come into the system. One root cause is the cumbersome, time-consuming and expensive nature of management planning, and there is a real threat that most private and community reserves will not have the capacity to undertake and meet these planning and effectiveness tracking and reporting requirements. There is also a threat that some existing management plans are not based on adaptive management and that managers cannot respond rapidly to emerging challenges such as climate change and increased poaching or encroachment pressure. Absence of annual operations plans clearly tied to management plans is also a major threat identified in the 2012 study.
- c. Inadequate maintenance, upkeep and replacement of equipment and infrastructure, was identified as a threat to effective management and can also lead to risks to both staff and visitors to PAs. Impacts of poor maintenance compounds over time. Root causes relate to the lack of resources, poor administrative systems and lack of staff training and capacity.
- d. Lack of human resource capacity is also rated as a serious threat, with lack of trained staff, absence of an adequate training program and in some areas poor staff morale identified as root causes. Poor human resource capacity affects every aspect of PA management – without capable, dedicated and well-trained managers no PA can be sustainably well managed.
- e. Inadequate law enforcement capacity is identified as a threat given the increasing challenges of minimising poaching and encroachment. It is caused by both lack of financial resources and insufficient training and equipping of staff.
- f. There is also the failure of PA management agencies at all levels to grasp the necessity of ‘packaging’ their PAs within the context of the contribution they make to the broader socio-economic landscape within which they are located, specifically in terms of the valuable ecosystem goods and services that they produce and which support societal well-being and economic resilience. The root cause of this is the perpetuation

of a 'business as usual' approach and the hope that the intrinsic value of the biodiversity and cultural features that are being protected will be sufficient motivation for political and social support.

- g. Many of the PAs can only be adequately protected, and biodiversity and ecosystem services-and-benefits maintained, if a bioregional approach is taken where these services are being shared (and where a catchment approach is essential to maintain ecological integrity of a reserve, reflecting on the external threats as well as opportunities).

70. Financial threats can be divided into those that the agencies have control over, and those they don't. Agencies in the past were not strongly focussed towards cost-efficiency as that was not a core operational principle. Operational procedures, staff training and the underlying philosophy business were not geared towards financial stewardship. Financial stewardship is as important to promote and sustain PA expansion as environmental stewardship given resource constraints, and there is a threat of a lack of willingness and ability to embrace new modes of operation that would (i) make them more cost-effective in their operation and ii) broaden the scope of their income.

71. Other financial threats that agencies do not have control over, but which do make them vulnerable include:

- Changes in exchange rates, i.e. a strong depreciation of the currency will make them very attractive for foreigners, but much less so for locals as the cost of living for locals will go up and the amount of money available for spending on tourism will decline.
- Changes in property prices, i.e. a strong demand for properties in nearby areas might imply that PA expansion could become very expensive and as such there could be an influx of many people – such as in the case of the development of a mineral resource nearby.
- Changes in the inflation rate, making cost of operation more expensive, but with limited ability to pass such cost on to the users of the PA system.

LONG-TERM SOLUTION

72. The long-term solution to the aforementioned threats is the expansion of PA network to ensure buffering of the existing PAs and the consolidation of the important linkages between them, and to ensure adequate representation of all biodiversity features. Related to this is a ensuring PA agencies are more effective in management of the PAs under their authority.

73. The solution requires both the cost effective expansion of the network, coupled with improved capacity and improved revenue streams. The absence of good extension services to interact with the land managers and to build a momentum of sound management results in poor land management and the risk of negative changes in land use. Partnering with landowners to secure land against long-term threats such as mining, improving land management practices, and introducing innovative PA financing streams will go a long way to securing the PA estate.

74. The national buffer zone strategy has been developed to address the biodiversity, environmental and social issues within the areas surrounding state PAs. Part of this strategy

requires the securing of private and community owned conservation areas surrounding the National Park through the formal proclamation of these areas as Nature Reserves under the NEMPAA legislation. Appropriate institutional mechanisms will be required to incorporate this into land use planning tools (such as SDF, LED and CRDP). It further requires that areas important from a climate change, ecosystem function and ecosystem infrastructure perspective be formally protected. These areas may be situated farther away than the immediate boundary of the PA but are important as altitudinal climate change refugia or are important in providing critical water resources. Often these areas are also important in their own right as they contain unique montane grassland habitat with high endemic species diversity.

75. In addition to the formal protection of these areas within the buffer it is important that the areas are properly managed for biodiversity and that there are appropriate benefit-sharing agreements with the surrounding communities.

76. The desired state would be to protect biodiversity-rich areas, threatened ecosystems / habitats (as identified through the regional and provincial conservation plans) and areas critical for providing ecosystem services (especially the catchments). These can be protected either statutorily, or through a national / provincial PAES (e.g. through a stewardship program). Ideally linkages between formal PAs need to be created. Already rivers provide some of this required connectivity, but should be afforded better protection, both in the catchments and down-stream.

77. To achieve these linkages through the formal proclamation of private and communal land, assistance is required to help land owners and communities to overcome the legal and technical difficulties of the stewardship process. Land owners and communities also require assistance in setting up stewardship areas and entering into stewardship contracts. Also, to address potential resistance to new PAs, neighbouring landowners and companies need to be included in the land use planning processes.

78. Connectivity is required to maintain ecological function, and especially to mitigate the effects of climate change. Altitudinal gradients and coastal corridors provide an opportunity for some species adaptation and movement along a natural temperature and moisture gradients driven by the cooling effect of the ocean currents or landscape.

79. There is a need to ensure PA expansion does not add undue burden to the financial stability of the existing PA network. There is a need to develop and implement mechanisms that support long-term financial sustainability for PAs through various models. There is an opportunity to reduce PA expansion costs per hectare, by reducing or eliminating direct land purchases and entering into contractual partnerships with land owners based on the sound cost benefit analysis and the right incentives

80. Proposed solutions to issues relating to management effectiveness evaluation include:

- a) Reducing repetitive and additional reporting requirements through streamlining the METT assessment tool.

- b) Standardisation of management evaluations to make them less qualitative and easier to complete. These should necessarily be the same for all PAs. Clear interpretation is needed to show what ratings and questions mean for different PA types. Variable standards depending on the PA type, significance, current threat level and capacity may be appropriate.
- c) Ensuring quality control of the METT process and other evaluations, with consistency over time and different types of PAs. Justification for ratings, and evidence wherever possible, should be provided. The use of consultants needs to be approached carefully to ensure that there is consistency over time and that management effectiveness capacity and understanding within agencies is also developed and maintained.
- d) Institutionalisation of evaluation at agency and PA levels.
- e) Adaptation of the METT tools and assessment mechanisms to make them meaningful and practical for private and community PAs.
- f) Development of management planning, M&E and effectiveness tracking capacity at the national, agency and site levels.

BARRIERS TO ACHIEVING THE SOLUTION

Barrier #1: Globally important terrestrial habitats are underrepresented in the Protected Area estate; and as a result, key critical biodiversity areas remain under protected

81. The *Succulent Karoo, Grassland and Nama Karoo*, in particular, remain poorly represented in terrestrial PAs. There are areas where they are either not protected at all, have insufficient area under protection; or are protected in small, isolated and ineffective reserves subject to high levels of pressure.

82. Private nature reserves, game farms, mixed farming and ecotourism operations have no security of legal conservation tenure, enjoy no legal protection from mining and prospecting (which can occur even if the landowner objects), are subject to the vagaries of market forces (e.g. a landowner could switch from an ecotourism operation to a golf estate should economic forces make this a more attractive option), and can be lost as soon as ownership of the area changes. Therefore, until security of conservation tenure is secured, they cannot be considered part of the conservation estate.

83. The PAs and conservation areas are often too small or isolated to effectively represent biodiversity priorities in the long-term, although the representation of biodiversity features such as species and habitats can be achieved in many smaller and isolated areas, the larger scale ecological and evolutionary processes generally require larger areas. Ecosystem based adaptation to climate change will also likely require larger PAs to be incorporated into a mosaic of compatible land use. Thus it is important to build and maintain a national PA network comprising some very large areas interspersed with many smaller areas all with appropriately managed corridors and buffer areas.

Barrier #2: Limited capacity to implement cost effective protected area expansion

84. Both national and provincial agencies have struggled to effectively implement park expansion at the required rate. Key constraints include: - *lack of a coherent strategy; lack of resources to implement the strategy; lack of capacity to perform ecological assessments required as part of the stewardship process, inability to facilitate and develop contracts, inability to follow through on the proclamation and gazettement process including issues such as boundary delineation and surveying; inadequate support to private and communal landowners, and lack of monitoring and evaluation of the effectiveness of these expanded PAs.* Furthermore, some of the economic models that were developed for these areas turned out to be inappropriate resulting in several areas not delivering the anticipated benefits to private or communal landowners. In the context of landowners (which may be a community), the term “benefits” has been specifically limited to direct economic benefit through the generation of measurable economic value (e.g. direct payments for hunting rights, direct financial rebates in terms of tax or rates, lease payments, or financial returns from specific activity such as game drive returns or accommodation fees). For communities, “benefits” also include direct employment opportunities created through additional or higher paying jobs, or through the stimulation of economic activity (e.g. through new small and micro business enterprises). In some cases benefits were excessively exposed to impacts such as global tourism downturns. Recent management effectiveness audits (e.g. METT-SA) have shown that the PA system is already under pressure and sub-optimal in terms of addressing the growing threats. There is need to invest in improving management effectiveness of both new and existing PAs, including strengthening capacity for negotiating contracts (under complex land tenure arrangements); designing proper incentives for private or communal land owners to join a PAs management partnership such as, reduced taxes, tourism, access to valuable species from sales or hunting; and others.

Barrier #3: Current PA Expansion strategy is not cost effective, could potentially place the financial stability of the entire protected area network at risk and is further restrained by conflicting land uses.

85. Traditional PA expansion mechanisms that largely rely on purchasing land have very little chance of meeting park expansion requirements for several reasons. Firstly, there is a very small and declining land acquisition budget. Landowners in priority areas may not be willing to sell at a reasonable price, and in most areas land is too expensive to justify extensive land purchases. Secondly, although land purchases and incorporation of land into PAs does provide for secure biodiversity management, the purchase of land may potentially place the conservation sector in conflict with private land owners and other economic sectors such as rangeland agriculture and private ecotourism and sustainable resource use operations. Finally, expanded PAs result in an increased management burden on the state that can result in either real financial instability for the PA network or in a reduced willingness of conservation agencies to take on additional management responsibilities.

86. Stewardship requires a willing landowner, and may take a few years to negotiate biodiversity agreements, especially in a multiple ownership context where there is a chance that a party could be resistant to the stewardship process. Where land transformation rates are high the landscape objective may then not be achieved and biodiversity features present at project initiation may be lost for various environmental and management reasons, particularly when size

of site is relatively small. If the process becomes protracted over several years, then there is a risk that some biota may be lost, or landowners change their minds and reject the draft contract. These factors are generally exacerbated in a communal context where leadership structures and authority may not be clear.

87. Many of the sites have common barriers such as multiple land owners, disputes regarding land ownership or differences in land management practices, leading at times to unpredictable responses to stewardships. Coupled with this can be capacity gaps in stewardship programs and frustrations with slow legal and governing processes. Solutions to these issues require capacity and co-ordination within an organised support system and across multiple levels.

88. Some areas are often associated with other land uses such as plantation forestry areas and the declaration of a PA reduces the development flexibility of the plantation in that the Environmental Impact Assessment (EIA) requirements for new roads and other listed activities can become more stringent. This reduces the likelihood of the forestry companies supporting the declaration process.

INTRODUCTION TO PROJECT SITE INTERVENTIONS

89. Project design detail is provided later on in this document in *PART II: Strategy*, but in order to provide a meaningful introduction to the Project Site Interventions it is necessary to briefly make reference to the project design at this point due to the close linkages between the project components, and the sites of intervention. For the sake of this discussion it must be noted that the project will have interventions at the national, agency and PA levels, and these are all considered as 'sites'. The three project components, which have linkages with each other, all have aspects of implementation at each of the levels referred to here. This provides for a rather complicated structure that will require careful coordination, but which will enhance the richness and depth of influence (see Figure 1).

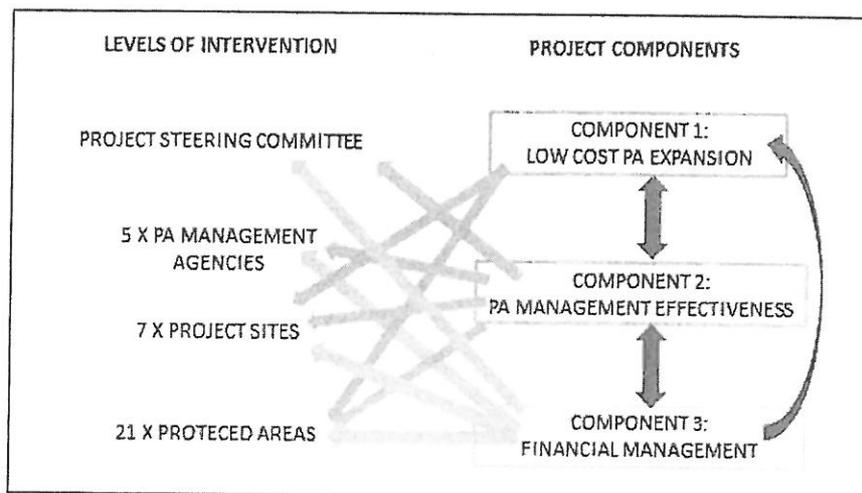


Figure 1: An illustration of the linkages between the project components and levels of intervention

90. Improvements in Management effectiveness will be implemented initially at an agency wide level where the results of the latest METT assessments will be critically reviewed in order to identify strategies for strengthening PA management within both the respective agencies and the PAs targeted by this project. Additionally a critical review of the various management planning, M&E and effectiveness tracking approaches will also be reviewed and a process of working towards the harmonisation of these will be driven through the project's Component 2. This process will also work towards the establishment of best practice where these aspects of PA planning and management are integrated in order to provide a more streamlined process through which effectiveness tracking and reporting can be achieved at equal levels of robustness and reliability across the project partners, and beyond.

91. Component three (Financial Sustainability) will engage in system-wide activities that have site-specific application, and, simultaneously, borrow from and build-upon site-specific experience in the way of case studies. A non-exhaustive list of case studies that have been identified, include:

- the socio-economic development potential of i) the Richtersveld through activities such as hunting, game sales, and tourism development, ii) and with respect to mixed ecotourism activities in the West Coast, iii) low impact agriculture, hunting and ecotourism and life-style investment at Mountain Zebra-Camdeboo site, and iv) tourism development, life-style investments and the development of the broader Wildlife Economy, to include but not limited to, game sales, in the
- West Coast case study on optimal utilisation of offsets to promote park expansion and support on-going management. Examples should be expanded to renewable energy (esp. wind farms), mining (especially phosphate), infrastructure and industrial development (e.g. Saldanha port and IDZ); and urban/resort expansion (e.g. Langebaan fringes);
- the consideration of investment in ecological infrastructure such as i) the protection and sustainable use of the water aquifer in the West Coast, ii) the management of the water catchments of the areas associated to the forest exit areas in the Western Cape, and iii) the investment in ecological infrastructure, by the restoration of especially spekboom veld in Mountain Zebra-Camdeboo site, and grassland restoration in the Eastern Cape sites with consideration of water production and the improvement in water quality through reducing the silt loads, and iv) restoration-related activities such as the clearing of invasive alien plants and soil stabilisation to reduce river sedimentation and improve river quality in the Lowveld.

92. Site specific work on financial sustainability will not be conducted in isolation but will borrow from and build upon work either on-going and/or recently completed within at or near the respective sites such as the current on-going investigation by the Development Bank of Southern Africa in partnership with SANParks with respect to the development of the socio-economic potential of activities such as low-impact agriculture and related activities near and/or adjacent to PAs.

93. Low cost PA expansion in the succulent karoo has good potential. In the north, in partnership between SANParks and the local communities, there is potential to develop a PA network from the existing National Park, extending to the coast through community land. In the south in the unprotected Namaqualand Strandveld bioregion where the transfer of land currently held in trust to SANParks to a PA is planned. This transfer as well as the initial set up and management of the area will be resourced in this project. The process will be facilitated by resourcing a skilled project manager who will develop and maintain momentum to achieve PA status on the area.
94. In the Riverlands/Pella-Dassenberg-West Coast corridor, the interventions are focussed on expanding the PA from the existing small reserves towards to coast through the transfer of existing state land and the development of stewardships. Linking northwards along the coast to the West Coast National Park will be through buffer zone activities bringing about additional PA security and including globally important biodiversity. This will be resourced through buffer development and stewardship personnel operating in an integrated manner.
95. The consolidation of forest exit areas in Western Cape requires the transfer of numerous state land areas, through a process so that they are declared as PAs and are fully under CapeNature management. This will be resourced with capacity to bring negotiations to conclusion where necessary and to administer the complex process of transferring state land.
96. In the Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks, the current CEPF-funded (and soon concluding) SANParks / Wilderness Foundation project have initiated and signed on over 200,000ha of landowner agreements for a protected environment. This is a significant first step towards securing tenure and completing the declaration process on areas that have important biodiversity and climate change characteristics. A further consolidation and securing of remaining areas is also planned. The stewardship process will be supported by management planning and management and effectiveness tracking to ensure it is fully integrated into the park management and so provides long term sustainability. This project will aim to achieve this level of implementation for 45,000 ha within the 200,000 ha. Ecological and stewardship resources will be procured to achieve the target.
97. The low-cost expansion of reserves in the Eastern Cape interior high altitude habitats will follow a similar approach to the Camdeboo area, but the low-cost reserve expansion in the area will be starting from scratch (although building on lessons learnt). The first steps of prioritisation and approaching of landowners will be required prior to initiating the signing of landowner agreements, development of management plans, zonation and ultimately proclamation as a protected environment. Some of the areas that have been prioritised will be in communally-owned land, and the approach to low-cost reserve expansion in such areas is quite different compared to privately owned land. There will thus have be different approaches resourced.
98. The East Cape transfer and tenure formalization process is critical to providing the conservation protection required on areas that have important biodiversity, provide important corridors or ecological infrastructure. Bringing these areas formally into the PA network will ensure that they will receive the appropriate management levels and operational budgets. The transfer is largely an administrative process which will have to prioritise and assess each area –

identifying and barriers in the declaration. These barriers will then be addressed systematically over the project term. In many instances, there will be need to physically re-survey the boundaries of PAs as these records may have been lost.

99. Within the buffer areas of the Kruger to Canyons area several different interventions have been identified. The priority interventions include the formalisation of the proclamation of the surrounding conservation areas, and the integration of the KNP buffer strategy into the municipal spatial land use management plans. The formal proclamation of the surrounding conservation areas under NEM PAA legislation requires surveying the land and the submission of the formal proclamation documents. Areas requiring formal proclamation include Andover NR, Manyeleti NR, Blyde River Canyon NR, Bushbuckridge NR, Associated Private Nature Reserves, SSW and Amashangane PA expansion, Balule expansion through community owned land (Rhoda, Doreen and Sheila), Letaba Ranch NR, Hans Merensky, Makuya NR Wolkberg, Thabina, Bewaarskloof and Awelaani. Further PA's within biodiversity priority areas within this node might be identified during project implementation, pending resources availability and capacity to implement. Areas identified as potential stewardship areas require ecological surveys and negotiation with land owners or communities to sign contractual agreements. Areas identified as potential stewardship areas include the Vaalhoek and Morgenzon in the grasslands above the Blyde River Canyon NR, Blyde Olifants Conservancy and areas within the greater Wolkberg/Lekgalameetse and Mopani Nature Reserve. Within the expanded PA network it is vital that these areas are managed for biodiversity and regularly monitored for their management effectiveness. The economic models used within provincial, community and private reserves needs to be assessed to ensure their viability and potential to provide benefit sharing with the surrounding communities. The economic models also need to be resilient to changes in trends within the economy. For areas buffering the KNP it is necessary that the land use planning of these areas be incorporated into the land use management plans of the local municipalities through SPLUMA.

STAKEHOLDER ANALYSIS

100. During the project preparation stage, a stakeholder analysis and consultation process was undertaken in order to identify key stakeholders and assess their roles and responsibilities in the context of the proposed project and receive their inputs. The table below describes the major stakeholders identified and a brief summary of their specific roles and responsibilities in supporting or facilitating the implementation of project activities.

Table 3: Stakeholders and roles.

Key stakeholders	Relevant Roles and Responsibilities (indicative)
National Governance	
Department of Environmental Affairs	DEA is the government department that has overall responsibility for the PA network. In addition to providing much of the non-tourism financial support for the PA network, DEA will also play a key-supporting role in the formal proclamation of expanded PAs.

South African National Parks	SANParks is the primary implementing agency for the national PA project. In addition to directly implementing several components, it will provide the project management capacity and overall financial oversight for the project. The board manages approximately half of South Africa's formal PA network (measured by area).
Provincial Conservation Agencies	Management authority of provincial PAs
National Department of Public Works	Custodian of some conservation land of biodiversity importance and to be transferred to respective conservation agencies
Department of Agriculture Forestry and Fisheries	Custodian of some conservation land and state forests of biodiversity importance and to be transferred to respective conservation agencies
Provincial governance	
CapeNature	Management Authority of Protected Areas in the Western Cape and key implementing partner for projects in the Riverlands/Pella-Dassenberg-West Coast corridor falling under their mandate including work regarding the management effectiveness component (particularly in the development of cost effective management planning processes for low cost expansion areas) and PA financing
Eastern Cape Parks and Tourism Agency	Management authority of provincial PAs. Key implementing partner for projects in the upland areas of the Maputaland Pondoland Albany hotspot (Eastern Cape interior, such as Amatole Mountains and the north-east high altitude grasslands) and other ECPAES priority areas falling under their mandate including work regarding the management effectiveness component (particularly in the development of cost effective management planning processes for low cost expansion areas) and PA financing
Mpumalanga Tourism and Parks Agency	Key implementing partner for projects in the Kruger to Canyons area falling under their mandate including work regarding the management effectiveness component (particularly in the development of cost effective management planning processes for low cost expansion areas) and PA financing.
Limpopo Department of Economic Development, Environment and Tourism	Key implementing partner for projects in the Kruger to Canyons area falling under their mandate including work regarding the management effectiveness component (particularly in the development of cost effective management planning processes for low cost expansion areas) and PA financing.
Northern Cape Nature Conservation	Provincial conservation Authority for Richtersveld
Western Cape Provincial Department of Public Works	Custodian of some conservation land in the Western Cape
Department of Human Settlements (Western Cape)	Landowner in the Riverlands/Pella-Dassenberg-West Coast corridor expansion area
Research	
University of Witwatersrand Rural Research Facility	Key academic partners who will contribute to the appropriate analysis of project outcomes and lessons
Agricultural Research Council	

University of Pretoria	
Nelson Mandela Metropolitan University	
Municipalities	
District and local municipalities at all sites	Stakeholder and will need to take cognisance of the new levels of protection in the various LEDs, CRDPs, IDPs and SDFs, and to ensure compatible land use planning in the focal area as municipalities are responsible for land use planning.
Local communities and groups and landowners	
Local communities and Community institutions	Local communities will be major beneficiaries of project interventions and improvements especially those related to enhancing community capacities to plan and manage natural resources in communal areas contracted into national parks.
Richtersveld Sida thub Community Property Association (CPA)	Key partners in developing the Richtersveld Coastal proposal.
Private land owners	A wide diversity of private land owners important in conservation of landscapes and endangered/threatened species.
NGO's	
A range of NGOs are involved to a greater or lesser degree in the local implementation of projects or as stakeholders in these implementation projects.	
Wilderness Foundation	An existing project partner with SANParks in Sneeuwberg corridor linking Mountain Zebra and Camdeboo National Parks.
Kruger to Canyons Biosphere Association.	Non-Profit company supporting the Kruger to Canyons Biosphere Reserve which was registered in 2001 by UNESCO
Richtersveld Cultural and Botanical Association (RCBA)	Management authority for Richtersveld Cultural and Botanical Landscape World Heritage Site
Cape West Coast Biosphere Reserve	Non- Profit company implementing activities within the Cape West Coast Biosphere Reserve
GLTFCA	Management of the Greater Limpopo Transfrontier Conservation Area, part of which also looks at land use in the buffer areas of the transfrontier conservation areas.
AWARD	Non-profit company implementing the USAID RESILIM program, and provide technical and conceptual support/implementation with regard to governance, integrated water resource management and biodiversity
Catchment Management Agencies (CMA)	The project will interact/integrate with emerging Catchment Management Agencies (CMA).
Funders, donors and related programs	
UNDP	Implementation agency
DBSA	Development facilitator through direct funding
USAID	Co-funding (for spatially overlapping area)

BASELINE ANALYSIS

101. Coastal succulent karoo vegetation types are totally unprotected through any formal conservation area. Mining has degraded large areas of these coastal vegetation types and many endemic and endangered plants occur within these areas. Mining is, however, being phased out in across many areas, and rehabilitation of these areas will be required. Several 'island sites' along the west coast with high biodiversity are, fortunately, still relatively intact and are targeted for future PAs. These areas are currently in advanced stages of land restitution settlements, where these properties will be handed over to the Richtersveld CPA. There is an implicit understanding that they are to be developed as PAs with associated economic activities for local employment. The two properties of Klein Duine and Oograbies Wes (total of 18000 ha), currently held in the SANParks Trust, were originally bought as compensation grazing lands for the creation of the national park. This function was never realised, and the land currently remains unmanaged and not formally protected. The land is now recognised to have a significant and important conservation value.

102. Currently the Riverlands/Pella-Dassenberg-West Coast corridor contains isolated municipal, state and private reserves, with limited economic activity and benefits (e.g. job or resource use opportunities) for local communities and an increased risk of impact through climate change and invasive alien plants. Large areas within the corridor have a high infestation of invasive alien plants with opportunities for restoration and rehabilitation. To date three landowners have agreed to sign perpetuity conservation agreements under the CapeNature's Biodiversity Stewardship Programme, immediately adjacent and linking to Riverlands Nature Reserve and Pella Research Station. These properties will be gazetted as contract Nature Reserves, adding over 500ha of critically endangered vegetation to the corridor, thus securing the starting point of the corridor and increasing the viability of Riverlands/Pella Nature Reserve. From the nucleus of the Riverlands- Pella Nature reserves, there exist opportunities to secure both critically endangered and endangered vegetation types in a PA corridor stretching west to the coast. The proposed Witzands Aquifer Nature Reserve remains unproclaimed. Working for Water funding has been obtained for both Dassenberg and Witzands and teams have been trained and are in place. This will create a centre for a larger biodiversity and ecological infrastructure focused PA. The coastal corridor northwards, and buffer areas of the West Coast National Park will incorporate significant endangered and vulnerable vegetation types, some of which are included in informally protected areas, whose status and security of conservation tenure would be improved with PA declaration.

103. Consolidation and completion of the land transfer of forest exit areas in Western Cape remains in limbo. Portions of land managed by CapeNature resides either with the Department of Forestry and Fisheries (DAFF) and the National Department of Public Works and is in various stages of transfer. This is a convoluted and intricate process and has stagnated due to changes in government and a lack of will or capacity within some of the entities. This means that these areas have no security of tenure, no legal basis for management and little ongoing basis for budget allocations from the management agencies.

104. Although there are two existing national parks in the area of the Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks, their buffers are not secured adequately,

and they do not enjoy any degree of connectedness across the landscape. These issues diminish the viability of the parks in the long-term. There are many other private nature reserves and conservancies in the area and, on the whole, land management in such areas is compatible with biodiversity objectives. Although much of the area around and between the national parks is natural (i.e. has not been modified by land use), degradation of the natural vegetation in the area due to inappropriate land management can threaten the integrity of the whole area, and it is important to ensure the representation of all the habitat types in a PA. The PA development has been initiated through the CEPF program which has gained intent and willingness to declare from some landowners, but currently the security of tenure does not occur outside of state PAs. In addition, the buffer of the state PAs is not secured and not in current land use planning instruments.

105. Although the majority of the Eastern Cape interior can be considered natural (i.e. they have not been modified by land use), they are at risk. The biodiversity and ecosystem service values of these inland grasslands are threatened by long-term degradation associated with the extensive livestock agriculture, either for commercial gain or communal livelihoods. Very few of the habitats in the area are secured adequately in the PA network, however it is a high priority area in the provincial ECPAES. The areas are therefore do not enjoy security of tenure and are currently managed farmland.

106. The difficulties in the administration associated with the East Cape transfer and tenure formalization potential PAs reduces the long-term security of the PA network. The lack of institutional clarity in these areas leads to mis-management or no management as budgets, staffing and other resources are not allocated to the areas. In the absence of intentional management, it is likely that the biodiversity values in these areas will diminish and there is a risk that the land will be occupied or managed by the neighbouring peoples for their own objectives.

107. Within the Kruger to Canyons area the diverse population is predominantly congregated in and around the main settlements in the region: i.e. Phalaborwa; Hoedspruit, Graskop, Lydenberg, Acornhoek, and the greater Bushbuckridge area. There is a wide variety of land use activities, including: conservation, mining, afforestation, tourism (mainly in the PA's) and agriculture (commercial and subsistence: crop / orchard & stock). Unfortunately there is great disparity between the different people of the region, with high unemployment levels. The majority of the population is extremely poor. Many people are reliant on government grants, and supplement their livelihoods with resources harvested from the surrounding community resource areas e.g. firewood, medicinal plants, food and building materials. The conservation areas surrounding the KNP were in many cases originally cattle farms and have been converted to conservation areas, but lack formal proclamation. The boundary of KNP is coming under increasing pressure from surrounding land uses and communities in the form of incompatible land use to illegal resource harvesting and poaching particularly high value species such as rhino medicinal plants and other species for the traditional medicine market. Currently the buffer area is at risk, with only a small part consisting of privately owned PA's although some lack formal proclamation making them vulnerable to changes in land use due to mining prospecting, mining, change in ownership or change in economic viability. This puts the conservation of biodiversity within these areas as well as the KNP, and the livelihoods dependant on these services, at risk.

Climate change is putting some species within the Lowveld at risk of extinction. Climate change models have identified the escarpment areas around the Blyde River Canyon NR and Wolkberg area as refugia for species. Currently there is still connectivity between the lowveld and the escarpment through provincial and private nature reserves and untransformed land. These areas are however under threat from mining, agriculture and peri-urban expansion. In these areas, there are limited PA's and the existing state PA's show management challenges.

108. A baseline analysis of management effectiveness of the PAs within the project sites is presented in table 2, and METTS for the individual PAs are attached as a separate file. These baseline scores are derived from the South African version of the management effectiveness tracking tool (METT-SA) assessments conducted in 2010 (national parks) or 2012/ 13 (nature reserves)⁴. It should be noted that in many cases, there has already been a dramatic improvement in METT scores since the first assessments have been conducted, owing to a concerted effort by the PA agencies to attend to identified gaps and issues. The exception is one PA agency where dedicated base funding for the PAs has not been available. However, the overall METT scores give little emphasis to natural resource or social outcomes, and are more focussed on assessing the establishment of the basic plans, inputs and processes of sound PA management (*see annex 5*). There is therefore much room for improvement which the GEF resources will be used to bring about, and at the same time, the entire management effectiveness component of this project will be used to provide feedback to GEF which provides an opportunity for the GEF to trial a better integrated system of management effectiveness with outcome assessments.

109. As the buffer zone strategy is relatively new (2012) it is yet to be implemented through any systematic mechanism around any of the National Parks. The three areas where this intervention will focus on are the buffers of KNP, Mountain Zebra-Camdeboo National Park and West Coast National Park. The current baseline value is zero and the project aims to deliver 100,000ha of improved PA management effectiveness.

110. Financial efficiencies of the agencies is assessed through the GEF Financial Score Card and the respective financial indicators in the annual reports. Agencies have completed Financial Score Cards and these have been consolidated into one score card for project application (attached file). The scores differ remarkably between agencies and the SANPark high score drowns out the information from the provincial agencies. The aggregated FSC value is thus of limited use in monitoring the achievement of targets.

⁴ THE METT-SA is derived from the METT adapted for the South African context and provides most of the information to populate the GEF_METT.

PART II: Strategy

PROJECT RATIONALE AND POLICY CONFORMITY

Fit with the GEF Focal Area Strategy and Strategic Programme

111. The project is in line with GEF Biodiversity Focal Area Strategic Objective One: Improve sustainability of Protected Area (PA) systems (BD1); specifically outcome 1.1 Improved Management Effectiveness of Existing and New Protected areas. Shrinking conservation budgets have necessitated the use of alternative cost-effective PA expansion methods in order to secure larger PAs. The project will engender a paradigm shift from state purchase of land to partnerships with communities and private landowners to declare and manage new PAs. This will result in reduced PA expansion and management costs and enable the PA system to better meet **GEF Biodiversity Focal Area Strategic Objective One, Outcome 1.2 Increased revenue for protected area systems to meet total expenditures required for management.**

112. The project will contribute to the achievement of GEF's outcome indicators under the strategic programming area as follows:

GEF V Biodiversity Focal Area Objectives	Expected Focal Area Outcomes	Expected Focal Areas Outputs	Project contribution to indicators
BD1: Improve Sustainability of Protected Area Systems	1.1: Improved Management Effectiveness of Existing and New Protected areas	Increased coverage of threatened ecosystems and threatened species New protected areas (number) and coverage (hectares) of unprotected ecosystems	Indicator 1.1 METT scores
	1.2: Increased revenue for protected area systems to meet total expenditures required for management.	PAs meet or exceed their target for reducing the protected area management funding gap and implement sustainable financing plans.	Indicator 1.2: Funding gap for management of protected area systems as recorded by protected area financing scorecards

Rationale and summary of GEF Alternative

113. This project has been designed with a comprehensive combination of interventions at three scales: national PA system, agency, and site. The focus is on three particular groups of interventions: PA expansion in priority areas, improving management effectiveness of existing PAs and improving cost effectiveness of PA management.

114. In the baseline scenario the priority biodiversity areas will remain under-conserved and under-protected - and hence at severe risk from agricultural development, poor agricultural practices, urbanization, mining, alien plant infestation and pollution. Important components of ecological infrastructure will be lost, and the buffer areas of existing PAs will not be secured, increasing the risks they face and reducing their viability in the long-term.

115. While the latest METT assessments suggest that most of the PAs targetted by this project are improving in terms of management effectiveness, it is highly likely that closer scrutiny will show that the levels of METT applications vary widely and that they are not robust or reliable. There are also currently different approaches to management planning, M&E, and effectiveness tracking applied by the PA management agencies in the country, and while this project will apply the GEF METT, the DEA will be applying the METT- SA2. Although the differences between these tools are minimal, they impose a level of complexity that agencies with limited capacity can ill afford; compromising South Africa's good reputation for PA management planning and implementation and threatening the integrity of the PAs and the ecosystems and biodiversity they protect.

116. In the GEF alternative the investment will facilitate the achievement of targets for i) expanding the terrestrial PA network to include priority biodiversity and ecosystems; ii) improving management planning and management effectiveness; and iii) strengthening of financial resources for sustaining the PA expansion and management. This GEF funding is necessary to clear the barriers (at site, agency and national levels) that are currently preventing or slowing cost effective PA expansion, improved management and financial security of the PA system; significantly assisting South Africa achieve its 2020 targets under the Convention on Biological Diversity.

PROJECT GOAL, OBJECTIVE, OUTCOMES AND OUTPUTS/ACTIVITIES

117. The project's goal is to effectively conserve globally significant biodiversity in South Africa through cost-effective PA expansion and improved management effectiveness and financial sustainability of the PA system.

118. The project objective is to protect the Biodiversity of South Africa from existing and emerging threats through the development of a financially sustainable, effective and representative national protected area network and improved land use practices in buffers around parks with a focus on community benefits (especially job creation and stimulation of economic activity) and partnerships.

119. Significant barriers will have to be addressed to achieve this objective, (see barrier analysis in Section I, Part I). The project's interventions have been organised into in three components which are in line with the approved PIF, under which 5 'outcomes' are expected from the project. The project takes a system-wide approach that integrates activities at particular sites with provincial and national management effectiveness strategies and cost efficient interventions.

120. The site interventions (described in detail in the previous sections will be undertaken by the five provincial PA management agencies and SANParks in close collaboration with DEA. While there are distinct levels of implementation, the project will develop and maintain linkages between these levels to facilitate a system wide network of learning.

Component 1: The establishment of new protected areas

121. This component focuses on expansion of the PA network in seven areas that contain under represented biodiversity features in South Africa's three biodiversity hotspots. The expansion is aimed primarily at stewardships, partnerships and the transfer of state land within these hotspot areas, with a realistic target 197,000 ha added to the PA estate.

Outcome 1: National protected area estate expanded by 197,000 ha over a baseline of 7.9 million ha, resulting in increased representation of the following globally important terrestrial habitats currently under-represented in the PA system.

122. This outcome will address the critical need for expansion of the existing PA network to include globally significant biodiversity and centres of endemism which are currently under represented in the PA system and under serious threat if not addressed. The outputs and activities necessary to achieve this outcome are described below.

- A generic activity for all the sites is to identify the priority areas for expansion for project planning and Monitoring & Evaluation (M&E) and develop maps of the priority areas. (Annex 1: Maps)

Output 1.1 Establishment of New Protected Areas in the Succulent Karoo Hotspot (Richtersveld Coastal),

The *Succulent Karoo* hotspot will be expanded by 18,000 ha, particularly in the lowland and coastal areas, which remain poorly represented in the PA network. These areas included the priority Namaqualand Sandveld and Richtersveld Duneveld ecosystems. This PA expansion will be done in partnership with the local community and will also secure and deliver social benefits (particularly job creation and the stimulation of local small and micro enterprises) in an impoverished region by implementing the following activities:

- Formally declare the state-owned, but unmanaged Klein Duin and Oograbies Wes properties (18,000ha) through land transfer and development of management plans.
- Expand the Klein Duin & Oograbies Wes PAs by securing two state-owned neighbouring areas that are important for biodiversity representation and climate change resilience: a) municipal land north of the tar road to Klein Duin, and b) Eskom offset land north west of Oograbies Wes.
- Identify socio-economic opportunities and partnerships that would advance cost-effective expansion of the PA network, and assist the development of a biodiversity economy (as part of component 3 – see below)
- Address any barriers to the PA declaration for Klein Duin, and Oograbies Wes, including land survey, PA zonation, biodiversity mapping, stakeholder interactions, etc.

- Operationalise the new PAs through formal gazettelement, establishment of governance structures, enforcement, monitoring, business planning; and contractual partnerships.
- Provide declaration support for coastal biodiversity hotspots currently under land restitution settlement (such as Boegoberg, Holgat Rivier, etc.)
- Develop conservation management plans for Klein Duin, - Oograbies Wes area and other PA expansion areas.
- Connect the PA expansion and development to the socio-economic development of the area.
- Unlock the potential of innovative financial mechanisms for PA development.
- Develop 'green' jobs such as expanded public works programmes for habitat rehabilitation.
- Implement on-the-ground conservation outcomes for the area by resourcing a site coordinator and two PA rangers to work in the area.

Output 1.2 Lowland climate change corridors in the Cape Floral Region (Riverlands/Pella - Dassenberg-West Coast)

12,000 ha of lowlands fynbos and renosterveld, currently under represented within the Cape Floristic Region hotspot, will be added to the PA network to prevent the loss of irreplaceable biodiversity and maintain ecosystem functions such as water security and climate change mitigation. This will be done through i) partnerships with communities, ii) transfer and proclamation of state land, iii) land use interventions in reserve buffers, and iv) land acquisition. The following activities will be undertaken:

- Develop an institutional coordination and governance structure plan for the expansion of the West Coast Node PA. Whilst this is within the Cape West Coast Biosphere Reserve, the most appropriate governance is likely to be Bionet (a City of Cape Town initiative that has representation and support from all role-players). This will allow for integrated governance – SANParks, CapeNature, City of Cape Town, Cape West Coast Biosphere Reserve and other municipalities;
- Support the implementation of a Protected Environment stewardship model in the PA buffer (under provisions of NEMPAA) of the West Coast National Park with integrated land use planning, training and tools;
- Develop and implement financial strategies that consider ecological infrastructure, resource economics and offset models to support local economic development, including 'green' jobs, restoration and fire breaks (part of Component 3, see below);
- Secure the Witzands Aquifer due to its critical ecological infrastructure significance;
- Support PA management planning and effectiveness monitoring and integration of results into management decision making (see Component 2);
- Operationalise the PAs through boundary delineations, formal gazetting, establishment of governance structures, enforcement, monitoring, business planning; and contractual partnerships. Resource these activities through the

procurement of land transfer facilitator, buffer coordinator and stewardship officer.

Output 1.3 Establishment of New Protected Areas in upland areas in the Cape Floral Region (Forest exit areas).

19,000ha of priority mountain *fynbos* and mountain catchment into the PA network identified by Cape Nature will be added to the PA network, including forest exit areas. Priority areas included forest areas that promote integration and consolidation of boundaries with existing PAs, Critical Biodiversity Areas, corridor linkages, and Freshwater Ecosystem Priority Area (FEPA) wetlands and fish sanctuaries. The following activities will be undertaken:

- Transfer state land to CapeNature and formally declare it through gazetting and monitoring of these PAs.
- Facilitate PA management planning where necessary, excluding those areas bordering existing PAs that are incorporated under existing management plans.
- Resource a land transfer facilitator to unlock the barriers and capacity shortfalls within the relevant provincial and national departments.
- Provide support with declaration for low cost protected area expansion.

Output 1.4 Establishment of New Protected Areas in upland areas of the Maputaland Pondoland Albany hotspot (Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks).

45,000 ha of land in the buffers and corridor between the existing national parks will be declared as a protected environment (PE) and operationalised. This will be done through contractual partnerships with private landowners, thereby adding their land to the PA network using various low-cost reserve expansion tools. The 45,000 ha target is nested within an existing project in the area (SANParks-Wilderness Foundation) that has initiated a 200,000 ha (and growing) protected environment in the area. The area is a nationally- and provincially-recognised conservation priority with important biodiversity, and the expansion of the PA network will link the two existing national parks. The output will be to see the full declaration process completed for the 45,000 ha and the conservation objectives of the protected environment being achieved on the ground, with all the co-management and extension structures functioning properly. This is a vital step to ensure momentum for conservation in the area is not lost. The activities that will be implemented to achieve this output will be focused on the establishment and operation of a low-cost reserve expansion team embedded within SANParks offices at Camdeboo National Park (CNP) that will work with existing project staff to:

- Build on existing momentum and relationships with landowners who have signed 'Intent to Declare a Protected Environment' agreements.
- Develop the necessary management plans, land use zonations and other prerequisite documents;

- Interact with the owners of the priority cadastres to complete the declaration process.
- Integrate and consolidate the new PE areas into a coherent PA with linked management plans.
- Establish and ensure the smooth operation of all the co-management and extension structures required for the function of the PE.
- Interact with the landowners to assist with the extension of sound biodiversity-friendly management practice to ensure the conservation objectives are met on the ground.
- Where appropriate, utilise lessons from other reserve expansion projects in neighbouring areas, such as in the Addo area – and in so doing share and assist in low-cost reserve expansion in these areas.
- Develop management effectiveness monitoring strategies and ensure the integration of results into management decision making (see Component 2).

Output 1.5 Establishment of New Protected Areas in upland areas of the Maputaland Pondoland Albany hotspot (Eastern Cape interior).

30,000 ha of land in the priority inland grassland areas including, but not limited to, the North East High Altitude Grasslands and Katberg-Amatole-Hogsback regions of the Eastern Cape, will be declared as a protected environment (PE) and operationalised. These areas, and others like them, have been identified in the ECPAES 2013 as important for reserve expansion and consolidation, and are focused on the areas where there are small isolated state-owned forest and grassland catchment reserves that are not buffered or connected. In some areas, there are no PAs at all, and some vegetation types are not represented at all in the PA network. This outcome aims to ensure that existing reserves are buffered and connected, and that new reserves are established in those ecosystems that are under-represented.

The activities that will be implemented to achieve this output will focus on the establishment and operation of a small low-cost reserve expansion team, embedded within ECPTA offices in East London or Queenstown, that will work with existing ECPTA stewardship staff to:

- Initiate negotiations with owners of priority cadastres, including private-, state- and communal-owned areas.
- Develop the necessary management plans, land use zonations and other prerequisite documents for the declaration process.
- Interact with the owners of the priority cadastres to complete the declaration process, from 'Intent to Declare' to final declaration.
- Thereafter, continued interaction with the landowners to assist with the extension of sound biodiversity-friendly management practice to ensure the conservation objectives are met on the ground.
- Develop management effectiveness monitoring strategies and ensure the integration of results into management decision making (see Component 2).

Output 1.6 Establishment of New Protected Areas in lowland areas of the Maputaland Pondoland Albany hotspot (East Cape transfer and tenure formalization).

10,000 ha of land will be added to the PA network through the formal declaration, status confirmation and consolidation of land tenure of local and district reserves being transferred to the Eastern Cape Province. The ECPAES identified many PAs already managed by ECPTA but not properly declared for various reasons. This lack of tenure and declaration security affects the management effectiveness of the reserves and is a significant stumbling block to the allocation of resources by the relevant departments. The output will be achieved primarily by addressing administration required to complete the transfer of these reserves to the ECPTA through resourcing paralegal / land transfer expertise to:

- Interact with the various provincial government departments and district and local municipalities will be required to facilitate the transfer process. Once transfer is complete, PAs will be declared through formal gazette process.
- Ensure the adequate delineation of boundaries of all nature reserves by facilitating the involvement of Surveyor General or consultants to do the boundary surveys.
- Develop the necessary management plans, land use zonations and other prerequisite documents for the declaration process.
- Develop management effectiveness monitoring strategies and ensure the integration of results into management decision making (see Component 2).

Output 1.7 Establishment of New Protected Areas in lowland areas of the Maputaland Pondoland Albany hotspot (Kruger to Canyon)

A minimum of 63,000 ha of land will be added to the PA network by declaring all private conservation areas, communal conservation areas and unproclaimed state reserves in the buffer zone of Kruger National Park. This will be done in partnership with the Kruger2Canyon Biosphere Reserve (and supported through the Lowveld Protected Area Forum, and the K2C Network Coordinating Unit (NCU)), MTPA, LEDET, local communities, land claimants, and private landowners by:

- Formally proclaiming the following areas: Andover NR, Manyeleti NR, Blyde River Canyon NR, Bushbuckridge NR, Associated Private Nature Reserves, SSW and Amashangane PA expansion, Balule expansion through community owned land (Rhoda, Doreen and Sheila), Letaba Ranch NR, Hans Merensky, Makuya NR, Greater Wolkberg, Bewaarskloof NR, Thabina, Awelaani and expansion of Mopani NR.
- Negotiating and proclaiming stewardship PAs in the following areas: Vaalhoek and Morgenon in the grasslands above the Blyde River Canyon NR and Blyde Olifants Conservancy;
- Integrating the KNP buffer strategy into the local municipality spatial development plans and Catchment Management Agencies (CMA) (Incomati CMA and Olifants-Letaba CMA; GLFTCA - and K2C MaB zonation);
- Developing the necessary management plans, land use zonations and other prerequisite documents for the declaration process.

- Developing management effectiveness monitoring strategies and ensure the integration of results into management decision making (see Component 2) and having these institutionalised within relevant agencies, as well as catchment level (e.g. through GLFTCA, MaB & CMA's). Supporting institutional coordination and governance structure planning through the multi-disciplinary K2C NCU (and Lowveld Protected Area Forum reporting to this structure).
- Planning and implementing financial strategies to support local economic development.

Component 2: Improve management effectiveness of new and existing protected areas.

This component of the project will focus on improved management effectiveness of both new and existing PAs. This is broken down into two outcomes, the first focussing on improved management effectiveness, increasing conservation protection on 1,100,000ha and this will be delivered on the sites considered in Component 1. The second is focusing on improved management effectiveness in the buffer zones of three National Parks included in Component 1.

Outcome 2.1: Improved PA management effectiveness delivers enhanced protection to 1,100,000 ha of new and existing protected areas.

123. The two outputs and related activities necessary to achieve this outcome are described below.

Output 2.1

Capacity of PA staff to implement robust and low cost PA expansion improved by supporting to the low cost PA expansion processes including *facilitating contract negotiation, declaration of PAs, completion of Protected area registers, management planning, monitoring and evaluation of newly expanded PAs through:*

- The procurement of para-legal expertise as part of the Protected Area Technical Unit (PATU) at both the national and agency levels who will facilitate the legal aspects of PA declaration;
- Ensuring close collaboration with the relevant officials at the national, provincial and site levels to enhance their capacity (for example SANParks will be embarking on a legal audit of their PAs in 2014) and avoid duplication of effort;
- Providing resources for logistical support to unlock and catalyse declaration processes where required; and

- The procurement of management effectiveness expertise as part of the PATU at both the national and agency levels with the specific intention that this capacity will be used to support the project partners.

Note that It is important that there is close collaboration between all the PATU and embedded project experts and the various agencies' staff to ensure efficiency and achievement of the outputs. The project experts must ensure that the agency staff are capacitated to continue the work prior to project term by involving them in all activities.

Output 2.2

Cost effective management planning, monitoring and evaluation developed and implemented in existing and newly expanded PAs through:

- Harmonising PA management planning, M&E and management effectiveness tracking and reporting systems within and across PA management agencies, to produce an integrated METT system capable of reporting on agency, DEA and GEF level. The project will facilitate this process by bringing the various agencies into a negotiation process to achieve this consensus, and testing the resulting METT system.
- Reviewing baseline METT reports (2010 to 2013) and subsequent management effectiveness strategies at both the agency and site level, with the view to improving them where necessary and increasing agency adaptive management capacity.
- Engaging with the PA management agencies in order to interrogate their individual METT processes and outcomes, and tracking and supporting the implementation of improvement strategies.
- Developing and implementing a learning network to build management planning and effectiveness tracking capacity by mentoring agency staff (including the review and revision of management plans, METT assessments, concept development and business plans and M&E).
- Facilitating of two high-level workshops with all the partners, other PA management agencies in South Africa, aimed at developing PA management planning, monitoring and evaluation, and management effectiveness tracking best-practice for state, private and communally managed PAs.
- Integrating these systems into the core PA capacity and activities to support the low cost expansion and buffer areas (particularly contractual PAs and Protected Environments). This may include the procurement of management planning expertise on a short-term basis to assist with the compilation of management plans for expansion areas.
- Coordinating GEF METT evaluations at mid-term and end of project, with associated reports and management improvement strategies, and supporting the implementation of these improvement strategies to ensure real improvements of PA management and biodiversity outcomes.
- Communicating to GEF the progress made with the integration of the various PA planning and management components, with a view to contributing to the ability of GEF to develop global best practice in this regard.

- Training junior staff involved in and / or responsible for PA management at institutions through accredited short courses in PA management planning, monitoring and evaluation, and management effectiveness tracking and reporting.

Note that both sub-components 2.1 and 2.2 refer to capacity building in management effectiveness, and this is integral to the deliverables for the project para-legal/land and management effectiveness specialists. Note must be taken of the lessons learned in the Agulhas Biodiversity Initiative, ensuring that mistakes that were made there are not repeated. In particular the critical need to ensure that support for low cost reserve adjacent to state PAs is sufficient, and that the required M&E processes are built into the state PAs operations.

Outcome 2.2: Improved PA management effectiveness through effective integrated interventions in buffer zones covering 100,000 ha around three national parks and/or provincial reserves through implementation of buffer zone policy and interventions including improved land use controls

124. This outcome looks at the large scale piloting of buffer zone interventions in three different Parks. The three areas are very different in terms of the pressures they face in the buffer zones. The KNP has significant buffer zone pressures in the south, with strong growth in urbanisation and arable agriculture on one hand and the containment of the 'Big 5' and the control of illegal collection and trade in natural resources on the other. Invasive species and major forestry production put major stress on the water ecological reserves. All these threats and drivers impairs normal catchment functioning and services provided, holding important implications in terms of adaptive management and planning pertaining to the Strategic Water Resource area and rivers, also based on the international obligations South Africa holds with Mozambique. The buffer pressures in the West Coast NP are mainly associated with agriculture, alternative energy (wind farms), and mining and to a lesser degree, urbanisation pressures. The Mountain Zebra- Camdeboo National Parks have buffer pressures of existing rangeland agriculture and the potential threat of mining.

- A generic activity for all these sites is to identify the priority areas for expansion for project planning and Monitoring & Evaluation (M&E) and develop maps of the priority areas. (Annex 1: Maps)

Output 2.3

Implementation of the policy on Buffer Zones for National Parks for three areas, (a) Kruger National Park, (b) Dassenberg- West Coast Protected Area and (c) Mountain Zebra and Camdeboo National Parks.

For the KNP it is envisaged that a full time PATU specialist will be procured and based within the KNP or the buffer to:

- Working with the relevant provincial, KNP and SANParks officials to derive defensible buffer delineation through a robust conservation planning process. Note that all three of the relevant PA management agencies involved in this area of the project have a strong history of using recognised systematic conservation planning software and processes, and that they all participate in relevant and existing conservation planning fora and thus are up to date with national thinking and developments related to this discipline. The exact detail of how this task will be carried out will be negotiated and agreed to between the partners, facilitated by the specialist. This activity will also require very strong collaboration and interlinkages with the Incomati CMA and Olifants-Letaba CMA;
- Work with the relevant provincial conservation officials and consultation with private reserves and co-managed areas to ensure that the buffer is integrated into their conservation planning processes and outputs; and
- Engage with the planning processes of the relevant local municipalities to ensure that the buffer and its land use controls are integrated into the local municipal planning mechanisms and that the buffer is actually established and maintained.
- Incorporated planning processes into afore-mentioned CMA's, as well as the GLTFCA and K2C MaB zonation and implementation frameworks.

As far as the West Coast NP is concerned this process will be less complex and time consuming than the KNP and therefore approximately 20% of the time of the low cost PA Expansion person responsible for this PA, should be dedicated to engaging with the affected local municipalities in the same way as that for the KNP.

Component 3: Improving Financial Sustainability of the PA

125. Expanding the PA network would not make sense if it cannot be sustainably managed, including financial aspects to support the management. Therefore, this project component will focus on improving the financial resilience of the PA network, and in particular (i) reducing the costs for PA expansion, and (ii) optimizing income streams and revenue derived thereof and improving cost efficiencies. Reducing the costs of PA expansion and securing the financial sustainability for the management of the expanded PA network implies the need for a strong symbiotic relationship between what happens at national, agency and site-specific levels. It equally requires to move away from direct land purchases through partnership arrangements and other forms of financing. To be able to appropriately and adequately address these aspects, this component will have a national (system-wide) and agency level focus with respect to the various funding, revenue and governance streams and models pertaining to how to achieve low cost PA expansion and the financial sustainability thereof. These streams and models will be assessed, analysed, compared and recommendations made how then to optimize approaches within agencies and site-level by means of practical and innovative interventions. This component has two outcomes each with a number of interventions. Given that these require highly specialized skills, often not available in the conservation agencies, in combination with limited time periods needed a fair amount of work under this component will have to be contracted out. Technical

services are to be contracted from companies with proven track records in the respective assignments and which offers experiences from South(ern) Africa and beyond.

Outcome 3.1: PA Expansion costs per hectare reduced by 60% over a baseline of US\$ 500/ha⁵ by introducing partnerships for PA management and reducing direct purchase of state and other land for protected area expansion.

126. This outcome will result in reduced PA expansion costs per hectare through a paradigm shift from direct purchase of land, to lower cost reserve expansion and management mechanisms in partnership with communities and private landowners, as well as utilization of innovative expansion funding mechanisms such as offsets. It is aimed at reducing the costs for PA expansion per hectare with 60% over a baseline of US\$ 500/ha. Interventions will focus on, but are not limited to, component 1 sites. The outputs and related activities necessary to achieve this outcome are described next.

Output 3.1.1 - Offset investments are optimized to facilitate low cost PA expansion and on-going management. This is one of the offset approaches (more under output 3.1.4) to be undertaken under this project as one of the key mechanisms to achieve outcome 3.1. This is to get offsets to work in some specific areas early on in the project tied to big projects (especially mining, large dams and new power stations) or where there are specific impacts by a development (e.g. windfarm on buffer of West Coast NP). Activities include:

- Strategic identification of realistic and practical off-set opportunities in key places tied to current projects with impact on selected parks and agree on priorities for role out (to be decided on by PSC and PATU);
- Implement a mechanism to hold and disburse off-set funds to support ongoing management of the specific areas prioritized in and around PAs. Such a mechanism is to address current weaknesses as high cost due to for example set up of ad hoc mechanisms and related insecure processes (i.e., no direct links as no strong ringfencing of funds).

For sites prioritised:

- Initiate a dialogue amongst regulatory stakeholders at the different levels of Government (National, Provincial, local) and with other key stakeholders;
- Reach agreement on quantification of residual biodiversity impacts, offsetting ratio's and fair offsetting value;
- Create a sound structure for the particular off-sets (linked to above second bullet point);
- Establish reporting mechanisms (monitoring and evaluation) in terms of land set aside as offsets, its ecological status and progress through restoration, etc.

Outputs 3.1.2 - Investments in ecological infrastructure are optimized to support low cost PA expansion and their management. Activities to be undertaken include:

- Strategic identification of realistic and practical investment opportunities in ecological infrastructure in or around key parks and agree on priorities for role out (to be decided on by PSC and PATU);

⁵ Based upon land acquisition by SANParks & donors over last two years, inclusive of those to be completed

- Investigate and develop an appropriate governance structure to oversee investments in natural capital and restoration..

For interventions at sites prioritised:

- Initiate a dialogue amongst regulatory stakeholders at the different levels of Government (National, Provincial, local) and with other key stakeholders;
- Identify and agree upon critical ecological infrastructure, investments required for their sustenance, different roles and responsibilities and benefits (e.g. creation of jobs);
- Create an appropriate governance structure regarding the investment in ecological structure (linked to the general approach proposed under above second bullet point);
- Establish reporting mechanisms (monitoring and evaluation) in terms of land concerned, its ecological status and progress through restoration, etc.

Output 3.1.3 - Synergies between land reform and PA expansion are developed. Land reform in South Africa has its challenges, which are aimed to be addressed under components 1 and 2 and by the PATU, but also offer very good opportunities for cost-effective PA expansion. Activities to be undertaken under this output are:

- Strategic identification of sites for land reform around key parks being worked on under components 1 and 2 and agree on priorities for role out under this component (to be decided on by PSC and PATU);

For interventions at sites prioritised:

- Initiate a dialogue amongst all key stakeholders and identify opportunities for cost-effective PA expansion and their requirements;
- Create and provide support to an appropriate governance structure and co-management arrangements;
- Establish reporting mechanisms (monitoring and evaluation) in terms of land concerned, its ecological status, benefits generated (e.g. jobs created and small and micro enterprises established), etc.

Output 3.1.4 – Socio-economic opportunities and partnerships that would advance cost-effective expansion of the PA network and development of a biodiversity driven economy both in- and outside park buffer zones are identified. Both PA expansion areas and buffer zones offer good opportunities for socio-economic upliftment and development of a diversity of partnerships across communities, government, and private sector entities. Activities under this output include:

- Strategic identification of locations for socio-economic opportunities in PA expansion areas and buffer zones and agree on priorities for role out (to be decided on by PSC and PATU);

For interventions at sites prioritised:

- Initiate a dialogue amongst all key stakeholders and identify opportunities for socio-economic activities and partnerships required;
- Create and provide support to an appropriate governance structure and co-management arrangements and related benefits;
- Broker partnership deals including co-management and benefit-sharing arrangements (e.g. distribution and management of lease payments, access fees or the allocation of jobs);
- Establish reporting mechanisms (monitoring and evaluation) in terms of land concerned, its ecological status, benefits generated, etc.

Output 3.1.5 – Key lessons learned from interventions under outcomes 3.1 and 3.2 are identified, analysed, documented and shared. Given the relevance of work undertaken regarding improved financial resilience for the wider PA network in South Africa it will be critical to document and share the key lessons learned as one way to scale up its impact. Activities to be undertaken by the PATU staff are:

- Identify key lessons learned including critical aspects for success;
- Document, discuss and share through existing platforms and mechanism, including the workshops to be held under component 2;
- To cover issues such as instruments to achieve cost-effective PA expansion (e.g. off-sets, investments in ecological infrastructure, land reform), business case for creating opportunities for socio-economic development and partnerships in PA expansion areas and buffer zones, effective governance models, innovative financial instruments and mechanisms for PA expansion, and approaches for improved financial sustainability and resilience for the PA network.

Outcome 3.2: To improve the financial sustainability of the expanded PA network by optimizing and diversifying revenue streams and by improving cost efficiencies.

127. This outcome will result in optimisation and diversification of income/revenue and improving cost efficiencies within PA management agencies. Work under this outcome will assess existing income streams, their financial governance, and benefit-sharing arrangements (i.e. the allocation and management of financial and other benefits). The outputs and related activities necessary to achieve this outcome are described next.

Output 3.2.1 - Existing financial income streams of the PA network and its ability to absorb external shocks is optimized and the governance efficiency of existing income streams assessed. A first step to improve the financial resilience of the PA network is to assess and identify ways to optimize the existing inflows and use thereof, across the different forms of PAs (public, public-private, public-communal, communal). The work to be undertaken will engage in system- and agency-wide activities that at the same time have site-specific application, and, simultaneously, borrow from and build-upon site-specific experiences. Activities to be undertaken are:

- Agree with the respective agencies on task teams which will help with the gathering and provision of key data, which serves as *sparring partner* and focus group for capacity building;
- Undertake agency wide high level assessments and analysis of current income streams, their origins, diversity structures and financial controls for securing them and potential threats to these income streams and their resilience to potential external shocks;
- Undertake a high level comparison across the agencies regarding their respective income generation sources to identify potential income streams missed by certain agencies;
- Compare these income streams and the structures and financial controls for securing them to other well-performing PA systems in sub-Saharan Africa (based on available data only);

- Undertake agency wide assessments and analysis regarding strategic issues of current governance regarding allocation of the incoming financial resources, including cost-effectiveness of managing co-managed areas and related benefit sharing systems;
- Provide concrete recommendations regarding optimization of current inflows / a better business model and operations of the PA network within existing operations regarding both inflows and governance thereof.

Output 3.2.2 - Other innovative financial instruments and mechanisms to improve the financial resilience of the PA network and its expansion are explored and identified. To unlock the potential of innovative revenue income streams for the PA network and its expansion and ongoing management (therefore also partly contributing to outcome 3.1) it will be critical to explore and identify new and diverse income streams. One such approach is the successful application in other countries of offsets as part of a broader systematic planning approach which may not be fully realised through an individual approach. Activities to be undertaken are:

- Develop criteria for (including key aspects of business viability required) quick scoping for most viable opportunities, and select 3 pilot project areas in consultation with PSC and PATU;
- Identify a small team of key staff to be engaged in the assignment (to provide key information and to discuss potential innovative business opportunities and approaches and their pros and cons);
- Assess in sites selected across the landscape types of ownership, current income streams, and identify potential new and diverse ways of generating income;
- Propose concrete options for innovative revenue income streams including benefit-sharing options as needed, key viability requirements (biologically, economically, socially) to make these a success, and prioritise these including a rationalisation;
- Provide a summary business plan and recommendations for how the development of each business should be financed;
- Share “general” lessons learned with the conservation agencies within case specific context.
- Strategic investigation and piloting of bio banking type processes in support of South Africa to start benefitting of approaches applied in other countries such as Australia and the USA, including an analysis of the pros and cons and specific requirements for such approaches in South Africa;

Output 3.2.3 - Analysis of cost effective resource allocation and efficiency of spending within the expanded low cost reserve network. Given the focus of the project on PA expansion this output will focus in detail into resource allocation and use thereof in the expansion areas. Activities to be undertaken are:

- An analysis of the efficiency of conservation funds regarding the management of low cost PA expansion;
- An assessment of the cost-effectiveness of co-management and benefit sharing arrangements;
- Identify opportunities for optimizing co-management and benefit sharing arrangements as a way to improve the ability to support low cost reserve expansion and its sustainable management and related transaction costs;
- Document and share best practices.

Output 3.2.4 - Lessons learned to be developed, discussed and shared (see output 2.2).

COST-EFFECTIVENESS

128. Current developments in the PA agenda in South Africa represents an opportune moment to strengthen the country's PA system as a whole. The proposed project would effectively ensure that the PA network would fulfill better its purpose as a storehouse of protected globally important biodiversity while safeguarding natural capital vital to development (including ecosystem services, such as water provisioning, and future tourism development potential).

129. The design of the proposed project interventions across site, agency and PA system wide levels provides an cost-effective way of combining and integrating the establishment of new protected areas, improved management effectiveness of new and existing PAs, together with the aim to increase their financial sustainability and resilience. This is enhanced further by the engagement of five implementing conservation agencies ensuring that exposure to innovative approaches, lessons learned and capacity built will go a long way, and well beyond the life of this project.

130. Land values in South Africa are steadily rising and urbanization, agriculture and other developments such as pressures from mining are impacting increasingly areas of the natural landscape. Without proper declaration globally important biodiversity is at risk. It is thus important to consolidate and provide security of tenure on all land which have been prioritized for conservation. It is thus an important time to secure the prioritized biodiversity hotspots which are yet unconserved. Failing to act now will result in higher costs to conserve later on if still possible at all.

131. At the end the project will ensure improved representation of globally important biodiversity into an expanded PA network, which will be managed more effectively, from an ecological, social and financial perspective. Various terrestrial ecosystems and habitats that are currently under-represented in the terrestrial PA network will have a sample of their coverage under formal protection, mitigating direct threats to them, to the species that they harbour and the ecosystem services that they render. The project will also improve the management effectiveness of both existing and newly proclaimed PAs, will reduce external threats to protected areas through the establishment of buffer zones covering 100,000 ha., and will reduce the PA financing cost per ha by introducing partnerships for PA management and reducing direct purchase, and will diversify and optimize income streams.

PROJECT CONSISTENCY WITH NATIONAL PRIORITIES/PLANS:

132. The project is consistent with South Africa's national priorities and policies. Most relevant is the *National Protected Area Expansion Strategy*. (NPAES) that aims to achieve cost effective PA expansion for ecological sustainability and climate change resilience. The NPAES set targets for PA expansion, maps the critical biodiversity areas, and makes recommendations

on mechanisms for expansion. Implementing the NPAES calls for a system wide approach to PA management and this project therefore comes at an opportune moment.

133. The project will also enable the Government of South Africa to contribute towards global target of ensuring 17% of the world's land area is under protection. The NPAES is refined in provincial PA expansion strategies in the Western Cape, Eastern Cape and Mpumalanga.

134. The project also is consistent with the implementation of the three important national policies: i) *The National Biodiversity Strategy and Action Plan* (NBSAP) sets out a framework for the conservation and sustainable use of South Africa's biological diversity and the equitable sharing of benefits. ii) *The National Biodiversity Framework* (NBF) provides a framework to co-ordinate and align the efforts of the many organisations and individuals involved in conserving and managing South Africa's biodiversity, in support of sustainable development. iii) *Biodiversity Policy and Strategy for South Africa: Strategy on Buffer Zones for National Parks* (notice 106 of 2012). This policy aims to reduce or mitigate the negative influences of activities taking place outside the parks on the parks and, to better integrate parks into their surrounding landscapes through:

- Protecting the purpose and value of the national park;
- Protecting important areas of high value for biodiversity;
- Assisting adjacent and affected communities to secure appropriate and sustainable benefits from the national park by promoting a conservation economy.

This concept has been widely recommended, including in the operational guidelines of UNESCO's World Heritage Convention.

135. South Africa has been a world leader in management effectiveness assessment and in adaptive management of PAs. It has developed METT-SA which is very similar to the GEF METT system of tracking management effectiveness. Embedding these assessments into the normal business of PA agencies has long been considered desirable, and this has been recognised in the targets for the Convention on Biological Diversity's Program of Work for 2010 and the subsequent 'Aichi targets', which invite parties to complete assessments of 60% (by area) of their PAs by 2015.

The declaration of PAs and protected environments is through the National Environmental Management – Protected Areas Act (NEMPAA) which encourages the protection of important biodiversity. Through the suite of strategies, frameworks, legislation and policies mentioned above, it is evident that this project is both in line and well supported by these national priorities – to the point that the project is implementing some of these strategies.

COUNTRY OWNERSHIP: COUNTRY ELIGIBILITY AND COUNTRY DRIVENNESS

136. The Republic of South Africa ratified the Convention on Biological Diversity (CBD) on 2nd January 1995.

137. South Africa published its National Biodiversity Strategy and Action Plan (NBSAP) in 2005. National targets, aligned with the Aichi Biodiversity Targets, have already been developed and incorporate outcomes contained in the existing NBSAP (2005). Along with the National Biodiversity Assessment (2011), these documents serve as the basis for the National Biodiversity Framework (NBF) which is updated every five years, as required by the Biodiversity Act. The NBF identifies 33 priority actions to guide the work of the biodiversity sector to 2013.

138. The Global Environment Facility (GEF) presents South Africa with a vehicle for advancing global environmental objectives within the context of national development policies and programs. South Africa has signed and ratified all key international conventions pertaining to biodiversity conservation, including the Convention on Biological Diversity, Ramsar, CITES, and World Heritage Convention, as well as the Framework Convention on Climate Change (1997) and the Convention to Combat Desertification (1997), and ratified the Biosafety Protocol in 2003.

139. Most recently, South Africa has become the 12th country globally to ratify the international Nagoya Protocol to protect the country's biological diversity and associated traditional knowledge. The protocol sets out how countries can access each other's resources and how the benefits should be shared.

SUSTAINABILITY AND REPLICABILITY

140. The project has been carefully designed to optimize prospects for improving the sustainability of the system of PAs in the following areas:

Environmental sustainability:

141. Considering that this project is focussed on improving management of existing and new PAs and securing additional land under conservation management, it will enhance environmental sustainability. The project will seek to strengthen the enabling systemic and institutional capacity to support the expansion and normalisation activities in the PA network. It will implement, and evaluate the efficacy of, the practical steps required for the expansion of PAs and the establishment of buffer zones through the continued use of management effectiveness tracking tools. The lessons learnt from the low cost PA expansion will then be used to guide and inform PA expansion activities across the PA system.

Financial sustainability:

142. With one of the three project components dedicated to financial sustainability, financial sustainability of the PA network will be augmented during this project. The project seeks to reduce costs of PA expansion as well as increasing diversity of agency income revenue streams and improving institutional financial efficiencies, thus improving overall financial resilience. In certain sites, outcomes have been built into the implementation that will improve the business models.

Social sustainability:

143. South Africa's conservation agencies have embraced the necessity of ensuring that their low cost PA expansion strategies are fully inclusive of thorough stakeholder negotiations, with

particular emphasis on affected communities. Much of the work to be undertaken in this project will build on the experience gained from the establishment of contractual national parks and stewardship agreements, all of which can only succeed with complete stakeholder support and therefore guaranteed social sustainability.

144. The sustainability of these areas can further be ensured through the development of buffer areas between the nature reserve and the community areas. These buffer areas could allow for benefit sharing and in so doing reduce the impact on the core conservation areas.

145. Community buy in to conservation areas can also be created through community owned game reserves, co-ownership agreements, community upliftment projects developed within the communities and environmental education.

Institutional sustainability:

146. It has been recognised that this is crucial to the success of this project, both during the five year implementation period, as well as beyond this, and therefore emphasis has been placed on the building of institutional capacity (all five agencies involved) throughout implementation to ensure that newly established PAs receive the appropriate level of support necessary for their sustainability.

147. The system wide interventions are designed to improve the operational, financial and social sustainability of the PA network. Once these interventions (e.g. improved management effectiveness and cost effective economic models for reserve expansion) are embedded in the operations of the agencies, they will be self-sustaining and no longer require external funding after GEF. The site level interventions (e.g. Richtersveld and Mountain Zebra to Camdeboo) are designed to be robust and largely self-sufficient during their operational phase, and are specifically designed to neither place a burden on the remainder of the reserve network, nor require significant additional funding.

Replicability:

148. The fact that this project aims to address a sub-set of the areas targeted for PA expansion in the NPAES and relevant provincial PA expansion strategies immediately implies that the successes gained here will be able to be replicated to other areas within these strategies. This will not only be relevant to the PA management agencies who are partners in this project, but through the various national forums and networks that exist and are established through this project, the lessons that are learned will be carried over to the balance of the PA management agencies. Note however that it cannot be guaranteed that the successes of this project will be replicated as it will be entirely dependent on the willingness of the relevant PA management agencies to embrace and replicate these.

The replicability of the buffer zone interventions will be an important product from this project as many of the national parks have immediate threats on their boundaries. The linkages formed and methods used to gain representation on municipal spatial planning tools will be able to be repeated by other PAs in managing their buffer areas.

The financial sustainability will offer itself to replicability as various innovative interventions will be piloted through this project and the value and implementation methods will be installed within the agencies.

PART III: Management Arrangements

IMPLEMENTATION ARRANGEMENTS

149. This project is to be implemented simultaneously at three levels of PA management and low cost expansion, namely at the national, agency and site levels. At the national level there are two key role players, i.e. the national Dept. of Environmental Affairs (DEA) and the South African National Parks (SANParks). SANParks will be the implementing partner and will take overall responsibility for project implementation and will thus stand accountable for both project and financial management. Project implementation will however be managed in close collaboration with the project partners at the agency level and these are CapeNature, ECPTA, MTPA and LEDET (see the Section on "Stakeholder Analysis"). Site level implementation will take place within and adjacent to the PAs listed under Outcome 1 in the Section on "Project Goal, Objective, Outcome and Outputs.

150. In order to facilitate oversight and direction regarding project implementation, SANParks will take responsibility for establishing and maintaining a Project Steering Committee which will be comprised of representatives of all the project partners on the basis of a Memorandum of Understanding/Agreement. It is envisaged that the UNDP will also serve on this PSC as specified below.

151. In collaboration with the partners, SANParks will procure the services of a Project Manager and an Accountant who will serve as the nucleus for the establishment of a Protected Area Technical Unit (PATU). The Terms of Reference for these staff are included in the relevant *Annex 4*. They will be contracted to serve the project for a period of 66 (sixty six) months to allow for project closure. A similar process will be followed to procure the services of a Procurement Manager for 36 months (as it is anticipated that by that time 80% of the procurement will have happened as well as the mid-term review; remaining procurement will be undertaken by SANParks and / or the partner agencies as appropriate). The Procurement Manager together with a Global information administrator support (GIS) will serve as staff under the Project Management Unit (PMU). The Procurement Manager will report to the Project Manager. Note that Terms of Reference are provided only for key staff as it is essential that the Project Manager takes responsibility for the full procurement process of all other staff in close collaboration with the PSC and/or the relevant agency representatives at the time that such services are to be procured. This is to ensure that such procurements take cognisance of the dynamics that prevail at the time and thus ensure that the Terms of Reference are reflective of these and ensure the greatest chances of successful implementation.

152. Upon appointment the Project Manager and his staff will take responsibility for procuring the services of technical specialists who will serve either at the national level as part of the

PATU, or who will be seconded to the agency and site levels. These specialists will be procured under contractual service contracts for periods as specified in the budget notes.

153. SANParks will delegate the responsibility of project oversight to a relevant official in their national office who will be responsible for providing day-to-day supervision of the Project Manager, and support and guide the PSC and its Chair.

154. SANParks will take responsibility for providing suitable office space within their head office complex for the PATU and PMU staff on full-time/fixed-term service contracts, as well as the necessary office furniture and support services.

155. The agencies to which PATU staff on full-time/fixed-term service contracts are seconded, will likewise take responsibility for designating an official to provide day-to-day supervision of these staff, for providing office space, and the coordination of the procurement of office equipment from the grant. It is likely that such an official will also serve on the PSC.

156. All PATU and PMU staff on full-time/fixed-term contracts at the national level will be answerable to the Project Manager, while PATU staff on full-time/fixed-term contracts at the agency level will be directly answerable to the designated agency official, but with a reporting line to the Project Manager to ensure consolidated reporting back to the PSC and the UNDP.

157. Where reference is made to PATU staff on full-time/fixed-term contracts being based within the relevant agencies, such procurement processes will be coordinated by the Project Manager, but in close collaboration with the agency representatives. Such PATU staff may either be based within the agency's head offices, or at the site level, whichever is deemed to be the most effective.

158. Regular feedback and communication on project implementation will be maintained through the PSC and PATU/PMU reporting structures.

Site Level Implementation Arrangements

159. Under the Richtersveld-coastal corridor site, there is existing dialog and intent from the community. For this PA expansion a concerted effort is needed with the community, role players and stakeholders to bring this expansion area to fulfilment. To accomplish this a PA expansion managers position was budgetted for. SANParks has committed to facilitate this process through its Park Manager and the funds would be utilised for the coastal park management purpose/requirements. In addition, a minimum of two rangers will be procured to provide PA monitoring and protecting the currently unmanaged state land areas once they are transferred into the PA network. All of the staff in this area will report through to a SANParks manager for daily activities, and through this manager to the PATU.

160. Under the Dassenberg West Coast site BIONET will form the local governance platform. Even though this is a City of Cape Town structure, all the relevant partners sit on it i.e. CapeNature, SANParks and City of Cape Town, along with the three GEF appointed staff will report to BIONET. All proposed sites for negotiation or acquisition are reviewed through the

Stewardship and Protected Area Expansion Review committee on which all three entities have a seat. Other key stakeholders such as WWF is also represented on this committee. The DCCP Coordinator and SANParks' Buffer Extension Officer will also be participating in other relevant local existing structures. At the larger regional level all three implementing entities sit on the CAPE Implementation Committee (CIC) which is the governance platform for the CAPE partnership coordinating work in the Cape Floristic Region. Detailed implementation structures and mechanisms have been discussed by the agencies involved and will be implemented through the agencies and the National Project Committee (NPC) as and when necessary, but the overarching principle will be that agency and site level implementation be managed as much as possible by the relevant structures on the ground.

161. In the Western Cape forest exit areas, a paralegal / transfer officer will be appointed to administer the processing and transfer of state land through the various departments to CapeNature and also ensure its proclamation as a PA. The paralegal / transfer officer based in CapeNature will report to a CapeNature manager for daily responsibilities, but will report to and interact with the Project Manager through the PATU Paralegal / Transfer Specialist. The paralegal / transfer officer will also provide support for low cost protected area expansion through supporting with declaration processes. The paralegal / transfer officer will need assistance from time to time from the PATU paralegal as some of the land resides in national departments (most of which are based in Pretoria), not provincial ones.

162. Work in the Sneeuberg corridor linking Mountain Zebra and Camdeboo National Parks will be implemented through staff placed within SANParks, the management authority of the two national parks that frame the area. They currently already have an existing project implementing low cost reserve expansion in the target area, but this will end soon and the work described in this proposal will expand on this existing momentum. The Stewardship Officer and Ecologist will be based in one of the park's headquarters, and will report to a SANParks manager in terms of day-to-day responsibilities. They will also be under the authority of the National Project Manager through the Management Effectiveness Specialist. Initially, there will be a need to coordinate strongly with the existing corridor project that is in operation in the area. Farms that are included in the project will be declared under national legislation, and the provincial conservation authority, ECPTA, will not play a direct role in implementation other than by providing some legal and administrative support to the declaration process. ECPTA will primarily be involved in the project as a partner through representation on the project steering committee. This site will require national level assistance from the PATU based in SANParks.

163. The low-cost expansion of protected area in the Eastern Cape interior and the confirmation of PA boundaries and land transfers to ECPTA will be implemented through staff placed within ECPTA, based in East London. Farms included in this site will be declared under NEM:PAA or NFA through the ECPTA/DEA structures. The Stewardship Officers will report to an ECPTA manager for daily responsibilities, but will report to the National Project Manager through the Management Effectiveness Specialist. This site will require national level assistance from the PATU based in SANParks.

164. In the East Cape transfer and tenure formalization, the confirmation of PA boundaries and land transfers to ECPTA will be implemented through staff placed within ECPTA, based in

East London. There are existing measures being undertaken through other national and provincial government departments, such as DAFF and DPW, and there will be a need to coordinate with these as required. The paralegal / transfer officer based in ECPTA will report to an ECPTA manager for daily responsibilities, but will report to and interact with the Project Manager through the PATU Paralegal / Transfer Specialist. The ECPTA-based paralegal / transfer officer will also provide assistance to both the other EC sites as they require it for the declaration of properties under their mandate. The specifics of the amount of assistance to be provided will be decided in consultation with the Project Manager.

165. Under the PA Consolidation in the Kruger to Canyons area the Proclamation/Land Transfer Officer and Stewardship Officer will be appointed by the Project Manager and will be based at the K2C offices in Hoedspruit. They will be guided by the K2C, MTPA and LEDET but would report to the PATU. The Proclamation/Land Transfer Officer and Stewardship Officer will also be involved with some of the work under the Lowveld PA/GEF PA group. This will allow feedback to Component 2 and 3 at the PATU level. The Buffer Zone Officer will be appointed by the Project Manager and will be based at Skukuza, or if required and per special arrangement with KNP, at Hoedspruit or Phalaborwa, and will be guided by management within KNP and the K2C GEF Advisory committee (e.g. SANParks, Conservation Agencies, Wits Rural Facility (WRF), South Africa Wildlife College (SAWC), AWARD & CMA's), but will report to the PATU. The Buffer Zone Officer will work together with the Municipalities and the K2C GEF Advisory committee to ensure that the KNP buffer strategy is incorporated into the Municipality and CMA's spatial land use planning.

PROJECT MANAGEMENT

Project Oversight

166. Oversight of project activities will be the responsibility of: the Project Steering Committee (PSC), now called the Project Board (PB). Day-to-day operational oversight will be ensured by UNDP, through the UNDP Office in South Africa, and strategic oversight by the UNDP/EEG Regional Technical Advisor (RTA) responsible for the project.

Project Management at the central level

167. The project will be coordinated by the Project Steering Committee (PSC) and the Project Manager together with the Protected Area Technical Unit and Project Management Unit staff based at the central level as detailed above above.

Project Management at the Site Level

168. Implementation at the site level will be the direct responsibility of the relevant agencies involved in particular site interventions. The number of agencies involved will differ from site to

site with some being more complex than others. These details are provided in Section II and have also been alluded to under the Section on “Implementation Arrangements” above.

169. For each of the PA expansion sites and the consolidation programmes, a system is required to assist in the identification of the best suited properties. It is suggested that this can be simply achieved through matrix (which includes the appropriate value parameters) which will assist in identifying the most successful candidates to achieve the biodiversity and PA expansion outcomes.

Project accounting and procurement processes

170. Using an existing agencies account and financial systems is unlikely to meet the requirements or find favour with the many partners in the project. Therefore, it is proposed that the project will have its own bank accounts. It is therefore proposed that the project will make use of both a South African Rand account and a USD account in order to simplify accounting processes, increase cost efficiencies and provide transparency to the implementing partners and co-funders.

171. The procurement process must be a South African legislation (PFMA) compliant procurement processes run by the PATU and PMU and signed off by the PSC and SANParks.

172. It is essential that due the number of contracts, the timelines involved and most importantly that the project is a multi-agency one, all procurement processes must be efficient and streamlined and outside of any one of the agency’s Supply Chain Management systems. This will allow the efficient sign off, approval and payment of outsourced projects in a streamlined and transparent manner.

173. The project based procurement process will also allow the site implementation partners to interact in a positive manner in the process of identifying and supporting the respective positions at the sites.

PART IV: Monitoring Framework and Evaluation

MONITORING AND REPORTING⁶

174. The project will be monitored through the following M& E activities below and spatial priority maps & evaluation are included in the M & E and PMU budget. The M& E budget is provided in the table below.

⁶ As per GEF guidelines, the project will also be using the BD 1 Management Effectiveness Tracking Tool (METT). New or additional GEF monitoring requirements will be accommodated and adhered to once they are officially launched.

Key M& E activities.

Project start-up:

175. A Project Inception Workshop will be held within the first 2 months of project start with those with assigned roles in the project organization structure, UNDP country office and where appropriate/feasible regional technical policy and programme advisors as well as other stakeholders. The Inception Workshop is crucial to building ownership for the project results and to plan the first year annual work plan.

176. The Inception Workshop should address several key issues including:

- a) Assist all partners to fully understand and take ownership of the project. Detail the roles, support services and complementary responsibilities of UNDP CO and RCU staff vis à vis the project team. Discuss the roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. The Terms of Reference for project staff will be discussed again as needed.
- b) Based on the project results framework and the relevant GEF Tracking Tool if appropriate, finalize the first annual work plan. Review and agree on the indicators, targets and their means of verification, and recheck assumptions and risks.
- c) Provide a detailed overview of reporting, monitoring and evaluation (M&E) requirements and the requirement of spatial priority maps for M&E. The Monitoring and Evaluation work plan and budget should be agreed and scheduled.
- d) Discuss financial reporting procedures and obligations, and arrangements for annual audit.
- e) Plan and schedule Project Steering Committee (PSC) meetings. Roles and responsibilities of all project organisation structures should be clarified and meetings planned. The first PSC meeting should be held within the first six months following the inception workshop and then at least every six months thereafter throughout the duration of the project.

177. An Inception Workshop report is a key reference document and must be prepared and shared with participants to formalize various agreements and plans decided during the meeting. The Project Manager, as designated by SANParks, will take responsibility for coordinating the Inception Meeting and all subsequent PSC meetings, including the recording and distribution of minutes and proceedings.

Quarterly:

- Progress made shall be monitored in the UNDP Enhanced Results Based Management Platform.
- Based on the initial risk analysis submitted, the risk log shall be regularly updated in ATLAS. Risks become critical when the impact and probability are high. Note that for

UNDP GEF projects, all financial risks associated with financial instruments such as revolving funds, microfinance schemes, or capitalization of ESCOs are automatically classified as critical on the basis of their innovative nature (high impact and uncertainty due to no previous experience justifies classification as critical).

- Based on the information recorded in Atlas, a Project Progress Reports (PPR) can be generated in the Executive Snapshot.
- Other ATLAS logs can be used to monitor issues, lessons learned etc... The use of these functions is a key indicator in the UNDP Executive Balanced Scorecard.

Annually:

178. Annual Project Review/Project Implementation Reports (APR/PIR): This key report is prepared to monitor progress made since project start and in particular for the previous reporting period (1 July to 30 June). The APR/PIR combines both UNDP and GEF reporting requirements which will be used to guide reporting to the PSC.

179. The APR/PIR includes, but is not limited to, reporting on the following:
- Progress made toward project objective and project outcomes - each with indicators, baseline data and end-of-project targets (cumulative)
 - Project outputs delivered per project outcome (annual).
 - Lesson learned/good practice.
 - Annual Work Plan (AWP) and other expenditure reports
 - Risk and adaptive management
 - ATLAS QPR
 - Portfolio level indicators (i.e. GEF focal area tracking tools) are used by most focal areas on an annual basis as well.

Periodic Monitoring through site visits:

180. UNDP CO and the UNDP RCU will conduct visits to project sites based on the agreed schedule in the project's Inception Report/Annual Work Plan to assess first hand project progress. Other members of the PSC may also join these visits. A Field Visit Report/BTOR will be prepared by the CO and UNDP RCU and will be circulated no less than one month after the visit to the project team and PSC members.

Periodic Financial and Procurement Management support

181. Note that financial and procurement management support needs to be provided by the UNDP CO at least quarterly during the first year of implementation, and at a decreasing frequency thereafter based on the ability of the Project Accountant and Procurement Manager to meet the UNDP and GEF requirements. This is to ensure that the required standards are met during the early stages of implementation and that by mid-term there are no discrepancies between the requirements and reality.

Mid-term of project cycle:

182. The project will undergo an independent Mid-Term Evaluation at the mid-point of project implementation (insert date). The Mid-Term Evaluation will determine progress being made toward the achievement of outcomes and will identify course correction if needed. It will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. Findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term. The organization, terms of reference and timing of the mid-term evaluation will be decided after consultation between the parties to the project document. The Terms of Reference for this Mid-term evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF. The management response and the evaluation will be uploaded to UNDP corporate systems, in particular the UNDP Evaluation Office Evaluation Resource Centre (ERC).

183. The relevant GEF Focal Area Tracking Tools will also be completed during the mid-term evaluation cycle.

End of Project:

184. An independent Final Evaluation will take place three months prior to the final PSC meeting and will be undertaken in accordance with UNDP and GEF guidance. The final evaluation will focus on the delivery of the project's results as initially planned (and as corrected after the mid-term evaluation, if any such correction took place). The final evaluation will look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental benefits/goals. The Terms of Reference for this evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

185. The Terminal Evaluation should also provide recommendations for follow-up activities and requires a management response which should be uploaded to PIMS and to the UNDP Evaluation Office Evaluation Resource Centre (ERC).

186. The relevant GEF Focal Area Tracking Tools will also be completed during the final evaluation.

187. During the last three months, the project team will prepare the Project Terminal Report. This comprehensive report will summarize the results achieved (objectives, outcomes, outputs), lessons learned, problems met and areas where results may not have been achieved. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and reliability of the project's results.

Learning and knowledge sharing:

188. Results from the project will be disseminated within and beyond the project intervention zone through existing information sharing networks and forums.

189. The project will identify and participate, as relevant and appropriate, in scientific, policy-based and/or any other networks, which may be of benefit to project implementation through lessons learned. The project will identify, analyse, and share lessons learned that might be beneficial in the design and implementation of similar future projects.

190. Finally, there will be a two-way flow of information between this project and other projects of a similar focus.

Communications and visibility requirements

191. Full compliance is required with UNDP's Branding Guidelines. These can be accessed at <http://intra.undp.org/coa/branding.shtml>, and specific guidelines on UNDP logo use can be accessed at: <http://intra.undp.org/branding/useOfLogo.html>. Amongst other things, these guidelines describe when and how the UNDP logo needs to be used, as well as how the logos of donors to UNDP projects needs to be used. For the avoidance of any doubt, when logo use is required, the UNDP logo needs to be used alongside the GEF logo. The GEF logo can be accessed at: http://www.thegef.org/gef/GEF_logo. The UNDP logo can be accessed at <http://intra.undp.org/coa/branding.shtml>.

192. The project will comply with all UNDP and GEF branding requirements.

193. Full compliance is also required with the GEF's Communication and Visibility Guidelines (the "GEF Guidelines"). The GEF Guidelines can be accessed at: http://www.thegef.org/gef/sites/thegef.org/files/documents/C.40.08_Branding_the_GEF%20final_0.pdf. Amongst other things, the GEF Guidelines describe when and how the GEF logo needs to be used in project publications, vehicles, supplies and other project equipment. The GEF Guidelines also describe other GEF promotional requirements regarding press releases, press conferences, press visits, visits by Government officials, productions and other promotional items.

194. Where other agencies and project partners have provided support through co-financing, their branding policies and requirements should be similarly applied.

M& E workplan and budget

Table 4. M&E Activities, Responsibilities, Budget and Time Frame

Type of M&E activity	Responsible Parties	Budget US\$ <i>Excluding project team staff time and UNDP and GEF expenses</i>	Time frame
Inception Workshop and Report	<ul style="list-style-type: none"> ▪ Project Manager ▪ UNDP CO, UNDP GEF 	Indicative cost: 5,000	Within first three months of project start up
Measurement of Means of Verification of project results.	<ul style="list-style-type: none"> ▪ UNDP GEF RTA/Project Manager will oversee the hiring of specific studies and institutions, and delegate responsibilities to relevant team members. ▪ Spatial Priority Maps 	<p>To be finalized in Inception Phase and Workshop.</p> <p>Spatial priority maps to be finalized</p>	Start, mid and end of project (during evaluation cycle) and annually when required.
Measurement of Means of Verification for Project Progress on <i>output and implementation</i>	<ul style="list-style-type: none"> ▪ Oversight by Project Manager ▪ Project team 	To be determined as part of the Annual Work Plan's preparation.	Annually prior to ARR/PIR and to the definition of annual work plans
APR/PIR	<ul style="list-style-type: none"> ▪ Project Manager and team ▪ UNDP CO ▪ UNDP RTA ▪ UNDP EEG 	None	Annually
Periodic status/ progress reports	<ul style="list-style-type: none"> ▪ Project Manager and team 	None	Quarterly
Mid-term Evaluation	<ul style="list-style-type: none"> ▪ Project Manager and team ▪ UNDP CO ▪ UNDP RCU ▪ External Consultants (i.e. evaluation team) 	Indicative cost: 27,500	At the mid-point of project implementation.
Final Evaluation	<ul style="list-style-type: none"> ▪ Project Manager and team, ▪ UNDP CO ▪ UNDP RCU ▪ External Consultants (i.e. evaluation team) 	Indicative cost: 30,833	At least three months before the end of project implementation
Project Terminal Report	<ul style="list-style-type: none"> ▪ Project Manager and team ▪ UNDP CO ▪ local consultant 	Built into PATU and PMU operational budgets and costs	At least three months before the end of the project
Audit	<ul style="list-style-type: none"> ▪ UNDP CO ▪ Project Manager and team 	Indicative cost in year 1: 4,000 (with 7% inflation correction annually, totalling 23,003)	Yearly
Visits to field sites	<ul style="list-style-type: none"> ▪ UNDP CO ▪ UNDP RCU (as appropriate) ▪ Government representatives 	For GEF supported projects, paid from IA fees and operational budget	Yearly
TOTAL indicative COST <i>Excluding project team staff time and UNDP staff and travel expenses</i>		US\$ 86,336	

AUDIT CLAUSE

195. Audit will be conducted according to UNDP Financial Regulations and Rules and applicable Audit policies.

PART V: Legal Context

196. This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

197. Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

198. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

199. The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.